PROCEEDINGS OF THE EIGHTH

EDUCATION MINISTERS CONFERENCE

HELD AT SRINAGAR ON
5th & 6th June, 1965

MINISTRY OF EDUCATION
GOVERNMENT OF INDIA
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PROCEEDINGS

The eighth Conference of Education Ministers of States and Union Territories was held at Srinagar on 5th and 6th June, 1965, under the chairmanship of Shri M. C. Chagla, Union Education Minister.

PARTICIPANTS

The following Ministers of Education attended the Conference.

ANDHRA PRADESH

Shri Brahamananda Reddy, Chief Minister and Education Minister

ASSAM

Smt. K. Barua, Deputy Education Minister

BIHAR

Shri Satyendra Narain Sinha, Education Minister

Shri Girish Tiwari, Minister of State for Education

GUJARAT

Smt. Indumati Chimanlal, Education Minister

Dr. Bhanuprasad Pandya, Deputy Education Minister

JAMMU & KASHMIR

Shri G. M. Sadiq, Chief Minister and Education Minister

KERALA

Shri N. E. S. Raghavachari, Adviser to Governor of Kerala

MADHYA PRADESH

Shri Narsingh Rao Dikshit, Education Minister

MADRAS

Shri M. Bhaktavatsalam, Chief Minister and Education Minister

MAHARASHTRA

Shri M. D. Choudhury, Education Minister

MYSORE

Shri S. R. Kanthi, Education Minister

Smt. Grace Tucker, Deputy Education Minister

NAGALAND

Shri M. Kithan, Education Minister

ORISSA

Shri S. P. Mohanty, Education Minister

Smt. S. Pradhan, Deputy Education Minister

PUNJAB

Shri Prabodh Chandra, Education Minister

RAJASTHAN

Shri N. N. Acharya, Deputy Education Minister

UTTAR PRADESH

Shri Kailash Prakash, Education Minister

WEST BENGAL

Shri Rabindra Lal Sinha, Education Minister

GOA, DAMAN & DIU

Shri V. S. Karmali, Education Minister

MANIPUR

Shri M. Koireng Singh, Chief Minister and Education Minister

PONDICHERRY

Shri A. S. Kankeyan, Finance and Education Minister

Dr. V. K. R. V. Rao, Member (Education), Planning Commission, Shri Bhakt Darshan, Union Deputy Minister of Education, Dr. (Smt.) Soundram Ramchandran, Union Deputy Minister of Education, and Dr. D. S. Kothari, Chairman, University Grants Commission were also present by special invitation.

AGENDA

I. To Report on Action Taken on the Recommendations of the last Conference held in April, 1964

II. Fourth Five Year Plan

(i) Advance Action Programmes

(ii) State Plan Schemes included in the Preliminary Memoranda of the Fourth Plan received from the State Governments

(iii) Programmes of Elementary Education

(iv) Programmes of Secondary Education

(v) Higher Education

(vi) Social Education

(vii) Physical Education and Other Educational Schemes, e.g., Languages, Culture etc.

(viii) General, including Financial Allocations Between the Central and State Sectors and Pattern of Central Assistance

III. Emoluments of Teachers

IV. Indiscipline in Educational Institutions

V. Recommendations of the Sapru Committee on Higher Education

VI. Recommendations of the Committee on 'Model Act for Universities'

VII. Indian Educational Service

VIII. The Equivalence of Standards at the School Stage for Facilitating Inter-State Mobility of Students

IX. (a) Preparation of Standard Textbooks for Some Basic Subject for use all over the country

(b) Translation into Regional Languages of Good School Books in use in Foreign Countries

X. Report of the Indian Parliamentary and Scientific Committee on "Science Education in Schools"

XI. Naming of Universities after 'Prominent Leaders' or Donors —Question of Formulating Uniform Policy for Adoption by all State Governments.

XII. Shortage of Teachers in Science and Mathematics in Secondary Schools—Measures to Improve the Situation

ADDRESS DELIVERED BY SHRI M. C. CHAGLA, THE UNION EDUCATION MINISTER

I think that I would be failing in my duty if I did not, in the first instance, express my own and yours, on your behalf deep gratitude to the Chief Minister of Jammu and Kashmir and his Government for the very kind hospitality extended to us. I think we all agree that they have made wonderful arrangements for our comfort and for enabling us to carry on our deliberations in perfect surroundings. A very worried and anxious officer put up a file before me some time ago after Shiekh Abdullah had returned to India and had been confined to Ootacamand; he was very solicitous about our safety and enquired whether the Education Ministers' Conference would be held in Srinagar. I noted on the file most emphatically and most definitely that the Education Ministers' Conference would be held in Srinagar.

Every State has law and order problem. But the law and order problem in Jammu and Kashmir is always exaggerated, I am afraid, by our own press and more often than not by the foreign press which is never well-disposed towards Kashmir. You know the special affection I have for Kashmir and I think I might say that the rest of India also has special affection for this State and, therefore, I am very happy indeed that we are meeting here in Srinagar. I know how difficult it is to organise a conference like this. I know the burden that the State Government is carrying. I had arranged that we should be here only for three days, 4th. 5th and 6th June and then my friend Dr. Rao wanted to extend it by a day to 7th. Then Prof. Begg announced that he wanted to extend the hospitality to the 8th and 9th when he invited you to come to Pahalgam and Gulmarg and I take it that after 9th June those who want to remain in the salubrious climate of Kashmir, will be on their own and not be a burden any longer upon the unfailing hospitality of the Government of Jammu and Kashmir.

We are on the eve of the Fourth Five-Year Plan and this Conference, according to me, has a peculiar importance and significance. I am not going to assess the work already done. We are fast coming to the end of the Third Five-Year Plan. It is much better that we should start thinking of what we are going to do in the next Five-Year Plan. I think the next Plan will be crucial, vital, for all national purposes and particularly with regard to education. Education often becomes the first

casualty whenever there is an economy drive. I think people are now beginning to realise more and more that education should have top priority. I think, next to defence, education is perhaps the most important of all the national sectors. And, I am glad that the Member of Planning Commission in charge of Education is here and I am sure he will endorse and echo my sentiments when I say that in all planning, if planning is properly done, education should receive the utmost significance and importance and, as I said, a top priority. Now, I think the one thing we want to emphasise in the next Plan is quality and consolidation. There has been a tremendous expansion in education, an expansion that has never been seen perhaps in any part of the world, but now we have to take stock and realise that the time has come when we should begin to think of standards, of quality, of consolidating the advance that we have already made. The next important question we have to consider is the method and mode of financing education. In the last three Five-Year Plans, we have played with many ideas. We now have some data to fall back upon, data on which we can make an assessment and, therefore, one of the important things we have to consider is how education is going to be financed in the next Plan.

The other question we have to consider, and again this is a crucial question .is the problem of teachers. Now the problem assumes three aspects. First is the shortage. How are we going to make up the shortage of teachers? If the number of students is going to increase in primary schools, in secondary schools, in universities, we have got to provide sufficient number of teachers and not only have we got to think of this question from the point of view of number but from the point of view of quality Our young men and women are entitled to demand from us not only that they should have proper teachers, sufficient number of teachers, but properly qualified teachers. The other point that arises, and I shall deal with that separately, is the question of emoluments of teachers. That is one of the most burning topics of the day. Every State has its problem; there is agitation, direct action, and we have got to make up our minds what we are going to do about the emoluments of teachers.

Next, we have to decide whether we should not determine that education in future should be production-oriented. Or, in other words, that education should be such that it meets the needs of society. Societies differ from country to country. We have a society which is peculiar to a developing country. It is also a society which is peculiar to a very old civilisation. So, we combine two aspects in India: an old and glorious past, great cultural traditions and economic poverty, and our education

has got to be oriented so as to meet the needs of this society and we have to devise ways and means of so regulating our education that our young men and women who are trained should help our society to attain the goals which our Constitution and our policy have set before the nation. Therefore, I attach the greatest importance in the next Five-Year Plan to technical education and to science education. Technical education because our country can never become prosperous unless we have a technical base to our production. We want trained technicians, we want trained technological men, we want men of science who will be able to convert a society of poverty into a society of plenty. I attach great importance to science not merely because science means knowledge, but science also means a method of changing the outlook of a country. It is only through scientific education that we can change our mental and phychological attitudes. We still suffer from superstitions and prejudices which obstruct our progress. If we are to fight our prejudices and superstitions, science is the only way to bring about this consumption. We talk of groupism and fractionalism and casteism in our country; unfortunately, it is there. But the only way to fight it is to bring up our young boys and girls in the study of science so that they begin to understand the value of objective reality, of objective assessment of a rational modern outlook in society.

Having dealt generally with the problems that face us in the next Five-Year Plan, I would like to deal with in some detail the different aspects of our education.

Turning first to Primary Education. As far as primary education is concerned, we have exceeded the targets laid down for us in the Third Five-Year Plan. I do not want to go into the statistics. They are well known to you; but by the end of Third Five-Year Plan, more students will be enrolled than was anticipated. But, let us not forget that we have a constitutional directive which is to make education free and compulsory for all children between 6-14 and even with this tremendous expansion, we will not be able to give free education to boys and girls of 6-11 till the end of the Fourth Five-Year Plan and the anticipation is that as far as children between 6-14 are concerned, it would be 1985 before we reach that target. But, in expanding primary education, in flourishing statistics and figures before ourselves and before the world, we sometimes forget that what the Constitution requires is not merely putting children in schools but in giving them real education. Therefore, if we are to be loyal to the Constitution, we have to give to our children education worthy of its name. And, in this connection I should like to

emphasise before you the tremendous wastage that takes place in primary education. Almost 50% children who enter the primary schools fall off after two years of schooling. By the time they have done two years, they cease to attend schools, revert either to unemployment or to whatever jobs they might be doing. Therefore, we have to tackle this problem of wastage. One way of tackling it is to make school education more popular, more attractive, to persuade boys and girls to continue in schools and there are various methods of doing so. One method, for which the initiative was given by the Madras Government, was the mid-day meals. The other is how to teach our boys hobbies; to make them do work which is interesting, not merely ask them to read textbooks and memorise facts and figures to be poured out in the lap of examiners. Therefore, as far as primary education is concerned, of course, this applies also to higher levels of education, we have got to think how to stop this wastage. Millions are spent on training these boys and girls and if after all the money that has been spent, they relapse into illiteracy then this money is completely wasted and, therefore, the attempt should be not to stop at giving primary education, but see that they remain literate and remain interested in learning and study. For that purpose, we have to produce literature for children. We have to have a tremendous expansion of the library movement, we have to make available books for children so that they should read books, be interested in reading and continue education for a life-time because it is only through libraries and books that you continue your education. It does not end at any stage in one's life and it is a continuing process.

Then, with regard to primary education, I would like to draw your attention to the terrible imbalance that eixsts between different sectors. First, the imbalance between boys and girls. I attach the greatest importance to women's education, to education of girls. No society can progress unless the girls are educated. I have often said this and I repeat: educate a boy and you educate an individual, educate a girl and you educate a whole family, and therefore, the greatest importance must be attached to girls' education. But, I am afraid, if you look at the figures, girls' education is lagging far behind that of the education of boys. Something has got to be done to make up this imbalance.

Then there is the imbalance between forward and backward States. I mean no disrespect to Uttar Pradesh, Bihar, Rajasthan or Madhya Pradesh, which are educationally backward. The Madras State and other Southern States are advanced in education. There is a tremendous imbalance between the spread of education in these States. This imbalance has to go. We must

always remember that India is one and united and India has got to march ahead as one. We cannot have one section marching ahead and the other section lagging behind. And, therefore, this imbalance has got to be made up. Then, there is the imbalance in different parts of the States themselves. Take U.P. again. The eastern part of U.P. is terribly backward as contrasted with western parts of the State. Now this again is wrong. We cannot have in the same State a sector which is backward and a sector which is progressive. It leads to frustration, it leads to discontent and it leads to many things which are not good for any State.

There is also the imbalance between the salaries given to teachers in different States. I believe that local conditions vary from State to State but the imbalance between salaries given in some States and other States is so large that it cannot be explained away merely by local difficulties, and, therefore, we must aim at a sort of national minimum, an idea which I had put forward at the last conference also. At least, we should resolve that every State should make an attempt, a serious attempt, to see that every teacher gets at least a minimum salary. How can we expect our young boys and girls to be trained, if we do not pay our teachers the barest minimum which a human being must receive in order to live as a human being. We talk of teachers moulding the characters of our youth. Well, we must get the right type of people to do so and if a teacher has got to worry about the next day's problems, how he is going to feed himself and his family, he cannot be expected to mould the character of the future citizens of this country. Then, there is imbalance between the salaries paid to teachers and salaries paid to government servants. I have never been able to understand why States attach greater importance to their civil servants than they attach to teachers. Here there are lots of civil servants, I have great respect for them. I know the fine work they are doing. But, is it suggesed that teachers are doing less important work as far as national cause is concerned? But we are always solicitous about civil servants and never sufficiently solicitous about the welfare of teachers. I think that the teacher plays as important a role in the national development as the civil servant. Again, there is the imbalance between the salaries paid to teachers in government schools and salaries paid to teachers in private schools. These are some of the imbalances which ought to be removed.

Primary education is needed to become what it should be, namely, the training of the young boys and girls which will leave a permanent impress upon their minds so that it will determine what their future career will be. Then there are schools

which are sub-normal and which cannot be called real schools by any stretch of imagination. Now, I think all the States must determine to raise the sub-normal schools at least to a bare norm, which we must lay down. I would like this conference to take another decision that in future no schools will be built unless they conform to the minimum standards laid down. I know that it is of great electoral importance to show that you have opened schools in so many villages and you have enrolled so many students, but I would beg of the Education Ministers to resist that temptation. I would rather not have a school in a village than have a school which is sub-normal and, therefore, we should solemnly resolve that in our future building programme, we would conform to certain minimum standards which we must adopt. I agree that we are a poor country, we cannot have schools which the United Kingdom, USA and USSR have, but we cannot perform our duty to the future generation if we send them to schools, which, as I said, should not be called by that name at all.

Now, coming to secondary education, as I said before, the first important aspect of secondary education is to make it production-oriented. There should also be diversification at the secondary stage. That is why we have attached so much importance to multipurpose schools because there a student has an opportunity of finding out his aptitude and then following a particular stream for which he has got an aptitude. But, more important than diversification is that these courses should become terminal. The only way to prevent pressure upon universities, the only way to prevent the number of unemployed being increased—I mean the number of educated unemployed which is the most dangerous section in any society—is to see that large number of boys and girls go in for terminal courses so that there is no reason why they should go to the university and take their degrees. Then, I am very anxious that we should have model schools in every State. My own target would be—I do not know whether I will get the money—that there should be one model secondary school in each district. You know we are having, a scheme of Central Schools for children of government servants. That is not enough, nor is it good enough. I would like to have a model school in each district so that it would act as a sort of beacon light for the other schools and those will try to come up to the standards of the model schools. Even if we cannot have a model school for each district, I hope that in the project that we have for the Central Schools, there will be a larger number of Central Schools in each State which could be looked upon as model schools.

Then, coming to teachers, the first question is about their emoluments. Now, after careful consideration, I have come to the

conclusion that we will never be able to solve the problem of teachers' emoluments unless we separate the question of their emoluments from the question of Plan expenditure. The emoluments of teachers should be outside the Plan as these are not part of developmental expenditure and have nothing to do with development. It is as much a part of ordinary expenditure of the State as the salaries they pay to their civil servants. Now, the salaries of civil servants, their increments, do not form part of Plan expenditure. I fail to see why emoluments of teachers should be part of Plan expenditure. Therefore, the States should, in consultation with the Union Government, come to some understanding whereby the expenditure they incur over the emoluments of teachers should be part of their general expenditure and should be shown in their budget as general expenditure and not in the Plan expenditure at all.

Next is the question of training of teachers. I mentioned it at the meeting of the National Council for Educational Research and Training yesterday. I will briefly mention what we are doing about the training of teachers. We have a big programme for the training of teachers. We are going to expand the four regional colleges which are already there. Our idea in the Fourth Five-Year Plan is to upgrade 48 of the State training colleges which already exist. I think there are about 260 State training colleges so that we will take up 12 colleges in each region and upgrade them almost to the standard of the regional colleges. Then, we have a scheme to work with universities to turn out trained teachers. The scheme is this. In the short-term project we will ask the universities which have departments of education, science, mathematics and English to train teachers and give them a degree after one year. We will give special scholarships to these students. As a long-term project, we will also have a four-year course in the universities. Now, the main shortage of teachers is in three subjects, science, mathematics and English, and many universities have departments of education, and, of course, departments of English and science, so that a student joining the university and learning the subject can also learn pedagogy through the department of education. We now want to concentrate more on the study of subject rather than on the method of teaching the subject. Unless the teacher has the knowledge, he cannot impart it. It is foolish and futile to teach him how to impart knowledge without first giving him the knowledge. I, therefore, attach more importance to the subject than pedagogy. I do not say that pedagogy is not important, but more important is the knowledge of the subject and, therefore, we should have a big programme, a crash programme for the training of teachers. Then, we have a very

big backlog of untrained teachers and the only way to deal with this problem is through correspondence courses. We want to devise ways and means for setting up these correspondence courses so that teachers who are already in position can be trained without having to give up their work in the schools. It is absolutely essential that by the end of the Fourth Plan, there should not be a single untrained teacher. Everyone cannot go to the State colleges and regional colleges, but at least they can acquire the necessary knowledge through correspondence courses. We have also thought of having summer schools in the humanities as we are already having them in scientific subjects.

As regards the financing of education, in my opinion, all schemes of qualitative improvement should be the responsibility of the Centre. Whatever expenditure has to be incurred as a matter of course should belong to the State sector, but where the Centre attaches importance to quality and qualitative improvement, the Centre should take the responsibility and also finance the projects. Applying this test to the teachers' emoluments, wherever a teacher acquires special qualifications and thereby earns the right to promotion, that part of a teacher's emoluments may be made a Central responsibility. As I said before, his salary, ordinary increments, his dearness allowance should be the responsibility of the State outside the Plan. But, where the State has plans for improving the standard of the teacher and the standard of education by holding out inducements to teachers to acquire higher qualifications, then the Centre should help the State to the extent that it has to incur expenditure on giving higher salary to teachers. Now, at present, the allocation for the Fourth Plan is not final. I am not giving away the secret of the Planning Commission, but we are likely to get somewhere in the neighbourhood of Rs. 1,400 crores for education in the Fourth Plan and it is extremely important that we should decide how this Rs. 1,400 crores should be spent. In the first place, we have to decide which subjects should have the necessary priorities and, secondly, we have to decide how these should be allocated between the State sector and the Central sector. Here, I would appeal to the State Ministers not to press too much for getting more funds for the State sector because it is in their own interests that large amounts should be left with the Centre so that it could carry out the important projects of qualitative improvement. The more you press for the State sector, the less the Centre would get, and the Centre would not be in a position with limited resources to carry out many projects which it is anxious to do.

Coming to higher education, we have taken a firm decision that we will have no more universities in the Fourth Five-Year

Plan. There are already 62 universities in India and, I think, that is as good a number as any country can wish to have. The standards in the universities are falling fast and one of the most serious problems we have to face is the standard and quality of collegiate education. We must bear in mind that 85% of our students go to colleges, to affiliated colleges. Some of these have a very high standard, but a large majority have a very poor standard. And, therefore, our effort should be to improve college education in the Fourth Plan. Of course, I do not attach any less importance to post-graduate education. The centres of advanced study set up at various universities have been functioning very well. I do not want to go into details, but the University Grants Commission will agree with me that unless we improve the standards of college education, we cannot improve the standards of higher deduction. Unless we have better staff, better libraries, better equipment, this problem can never be solved. Then, when I say that we will have no more universities in the Fourth Plan, the idea is to have instead post-graduate centres, and this has been favourably viewed by the UGC. You find a place where there is a complex of arts and science colleges, libraries, research institutions and so on and the demand immediately goes up, give us a university here. Instead of doing that, that particular place can become a university centre and as it developes in time to come, it may attain the status of a university and may be converted into a university. Again I may repeat what I have been saying that the university has become a status symbol and it is very wrong to go on multiplying the number of universities unless we are in a position to see that they conform to certain standards.

I should like to say something about student-indiscipline, I have always taken the view that student-indiscipline is a symptom and not a disease. And, in order to remove indiscipline, we have to diagonose the disease and cure it. I have had a lot to do with young people both as Minister and when I was Chief Justice and I have the greatest faith and confidence in youth. They have idealism, they have patriotism, they have a desire to serve the country. What we need is the proper type of people to make an appeal to them, an appeal to which they can respond. I may mention the reasons which lead to student-indiscipline. One is unsatisfactory college life. The ratio of teacher and pupil is so high that it is impossible for many students to have any contacts with college teachers at all. I have known students in colleges who have passed their B.A. examination and taken their degree without ever having met personally their teachers. They just attend the lectures, take down notes, memorise them, pass the examination and that is the end of education. Therefore, it is essential that

we should control the numbers that are admitted in a college, so that there should be better contact between the college teacher and the student.

The second and perhaps the very important factor is that there is a lack of feeling among the students of participation in what is happening in our country. We are launching upon a great and glorious adventure, one of the most glorious that any country can launch upon to make 450 million people great citizens, to make a country with diverse languages and cultures a great modern country and what we have to do to make the students feel that they have a place in this adventure is that they must participate in this adventure. They must have a sense of belonging, which they do not have today.

The third factor is we have never thought of proper ways and means of utilisation of leisure. There is too much leisure for our students in colleges and universities. I think our students work less than in many advanced countries. We have followed the UK system of having long vacations. But students in the United States colleges and universities work much harder than we do here. What we have to do is to organise the leisure of the students, make them do something worthwhile. There is nothing more important than giving an opportunity to every student in every university to do something creative, to feel that he has produced, to have created something even if he were to build a road, construct a school. Dr. Sen told me that he has a scheme whereby students are going to build a primary school at a cost of Rs. 2,000. Here is something which all of us can think of following. I went to Bulgaria and I was shown how the students had built roads in their vacation. There will be no time and occasion for indiscipline if students are kept busy in doing creative work . I think the most important thing is extra-curricular activity. Whenever I go to the schools I always enquire from the students what their extra-curricular activities were. The curricular activities have an element of compulsion. But in extra-curricular activities, you are free to give vent to your creative energy. Therefore, we have to attach more and more importance to extra-curricular activities in schools and colleges—as much importance as we attach to our textbooks, to our curricular and to the examinations during school and college hours.

The next reason for the indiscipline of the students is that students do not have a proper home atmosphere. There are thousands and tens of thousands of students who cannot even have a small place where they can sit down and study and that

is why the UGC has a scheme of not only having more hostels but also having day students' homes where students can go, read and relax, make use of the library, and so on.

And the final cause of student indiscipline to which I might draw your attention is the introduction of politics in our university life. There should be an honourable convention acceptable both by government and by opposition parties that university ground is, I might use the old English expression, a sanctuary; it is sacred ground and politicians should not trespass upon that sacred ground. Leave the universities alone. There is plenty of scope for politicians in the rest of India. I came across a case, I was shocked to learn. where a professor of a university, a full-time professor, is also a member of the State legislature. I would like to know how he discharges both his functions. Both are full-time functions and yet this is permitted. I agree this is a free country, the Constitution does not prevent anybody from standing for election. But I think we can make it a condition of the service of our professors that while he is a teacher or professor, he will not take part in politics. Students are largely guided by teachers and if we can control our teachers, we would have gone a long way towards controlling our students.

One word about physical education. You remember last time when we decided that we should give effect to the Kunzru Committee's report. You will be happy to know that we have merged the three schemes which run parallel and had created a lot of confusion. They have all been merged into one; the ACC, the National Discipline and the Physical Education schemes. One composite scheme for physical education has been drawn up and this has to be given effect to from the next academic year. We propose to cover practically all the secondary schools. We have got the coaches and we will give them orientation courses and where a coaches are not available, they will be made available next year. Now, one problem is the name that this scheme should get. There was a meeting of education secretaries and there was some doubt as to the name we had suggested. And the name we had suggested was that it should be called National Fitness Corps. I would like to have your decision on this point. My own view is that it is a very fine name, it sounds very well, but what matters is not the name as what you do under that name. But, a name has some significance and, therefore, if we call this scheme, which our young men and women are to join to get physical education, National Fitness Corps, I think it would be a name worthy of both the cause and the work that we propose to do under this scheme.

As you know, last time I had given a promise that a draft bill for the establishment and working of private institutions would be sent to the States. I have got the Bill ready and I will have it circulated but I want you to carefully consider two aspects of this question. It is, undoubtedly, true that we have got many private institutions which are really a fraud upon the name of education, which inveigle the students into taking training from them and impart nothing worthwhile at all. They charge heavy fees and sometimes give a sort of diploma but they have become a big racket. Many States have represented to me that something should be done to put this down and I agree that this should be put down.

There is another aspect to which my attention was drawn by no less a person than the Governor of Rajasthan that if you try to control all private institutions and if you provide that no private institution can impart education without permission or licence from Government, you may prevent important experiments in education. We do not want education to be completely regimented by Government. With this Government, it is all right, but you must look ahead. Take for instance the British Government in India. Some of our national institutions came into existence when the Satyagraha movement started and students left government institutions and joined these national institutions. My attention was drawn to the fact that if we had such a law in existence, then perhaps students could not have attended these national institutions. So you have these two aspects of the question. We have got to steer a middle course. On the one hand, we must try and prevent the exploitation of students. On the other hand, we must not rule out all private institutions which may have new ideas in education, which may want to experiment with new schemes in education and so on. I will have the bill circulated for individual opinions of the States. It is a State subject and ultimately the States will have to pass this legislation. But, last time the States wanted the draft of this legislation to be prepared by the Centre. The draft is ready and it will be in your hands before the Conference ends or it will be sent to you before you return to the States.

One thing more about the Indian Educational Service. Well, I am very happy to report, as you might have seen from the papers, that we have got the Rajya Sabha to approve of the setting up of the Indian Educational Service. The resolution was passed unanimously without a single dissenting voice. That means every Rajya Sabha member supported this motion. I think this is a very happy sign. It shows how much the Rajya Sabha is

interested in the integration of our country. But having passed the Resolution, we have now to go ahead and work out the details. As you know, under the Constitution, after the Resolution is passed a parliamentary Bill has to be passed setting up a Service and defining its ambit, its terms and conditions of service and so on. I would, therefore, appeal to the Ministers here to give their personal attention to this matter and not delay the establishment of this Service. We can easily arrive at an agreement. I think we are already agreed on the broad principles. There are a few details on which there might be some disagreements. I think if you all make up your minds that this should come into existence as soon as possible, there is no reason why this should not become an established fact by the end of this year.

Ladies and Gentlemen, I think I have taken a long time but even in this survey I have only touched on some of the important aspects of education. It is impossible to deal with every possible fact of this tremendously big and important subject. I hope with your cooperation, we will be able to arrive at conclusions which will help the cause of education. May I say one more thing. When we pass resolutions, we must make up our minds to implement them and to be loyal to them. There are some resolutions that were passed last time but which have either not been implemented or which have been departed from. There is no use giving your varbal acceptance, to a particular proposal. If you do give your agreement, then you must decide to carry out the agreement and implement it.

Thank you very much. I hope our deliberations will be useful.

CONCLUSIONS

Item No. I : **To Report on Action Taken on the Recommendations of the last Conference held in April, 1964.**

The report on the action taken on the recommendations of the Education Ministers' Conference held in April, 1964 was noted.

Item No. II : **Fourth Five Year Plan**

After the Education Minister's address there was a general discussion on the policies and programmes in various sectors of education under the Fourth Five-year Plan and the financial implications thereof. The following points were made in the discussion:

(1) There is urgent need for qualitative improvement of institutions at all levels of education;

(2) Special priority will have to be given to step up (a) primary-level enrolment, and (b) teacher-training, in those States which are backward in these sectors.

(3) Instead of starting new universities, the stress should be on improving the standards of existing colleges and universities particularly in the field of advanced studies and research.

(4) The urgency for an all-out effort being made in the field of social education was stressed. In this connection emphasis was laid on the need for mobilising voluntary public effort to be sustained and strengthened by an adequate follow-up programme.

(5) The need for ensuring that funds provided for a particular scheme were not diverted to other purposes was stressed.

(6) Special attention should be paid to the spread of education in the backward areas whether they are in the so-called 'advanced' States or 'backward' States.

After a detailed discussions, the following line of approach in respect of educational schemes during the Fourth Plan was agreed upon:

(a) The States will rescrutinise their Fourth Five-Year Plans in the light of the comments made by the Union Education Ministry and of the discussion at the Conference so as to ensure that the requisite readjustments are made *in time.*

(b) The schemes for the qualitative improvement whether they are in the State Sector or Central Sector should be protected by some effective device from disproportionate cuts and diversion.

(c) As the Plan is a collective endeavour of the States and the Centre, the Conference strongly urged that the Central sector should be expanded to provide for some vital improvement schemes. It was agreed that the State Education Ministers would convince their governments to support requisite increased provisions in the Central sector.

(d) States which are backward in primary enrolment and teacher-training, should give necessary priority to, and recognise the urgency of these schemes and ask for special Central assistance to make up the leeway between their maximum efforts and the national average in these sectors. The Centre should provide requisite additional funds for this special assistance to remove the imbalance in these sectors. This approach will apply to 'backward' areas in advanced States also and the criterion could be the same, *viz.*, how far below the national average that area is in this regard.

(e) The accepted approach for qualitative improvement is three-fold:

(i) General levelling-up of all institutions to reasonable, though necessarily austere, norms;

(ii) Special development of selected institutions to higher peaks of efficiency, such as development of selected secondary schools, regional training colleges, centres of advanced studies, etc., and

(iii) Ensuring that new institutions are not established at sub-standard level.

(f) Full emphasis will be laid on—

(i) Science education at all levels;

(ii) developing basic crafts and technology;

(iii) diversification at the secondary stage into practical terminal courses including those in agriculture;

(iv) chalking out a new policy regarding establishment and growth of universities to avoid unplanned growth and to raise standards;

(v) a large-scale programme of social education, *i.e.* adult literacy *plus* educating the farmers and the workers through reading material as also audio-visual aids; Voluntary efforts on a campaign basis should be supplemented and sustained by intensive follow-up. This, as Maharashtra experienced shows, will require adequate funds.

(vi) marshalling community effort, particularly for:

(1) pre-primary education,

(2) physical facilities in school-buildings, playgrounds, kitchen gardens, sanitary environments etc.,

(3) mid-day meals and other incentives, and

(4) social education including adult literary;

(vii) carrying out the National Fitness Corps programme on a planned basis; and

(viii) expanding adequately the national scholarships programme.

Item No. III : **Emoluments of Teachers**

The Conference was unanimously of the opinion that there was urgent need for raising the emoluments of the teachers and that it would not be possible to meet the additional expenditure involved from resources of the States alone. It was also agreed that the efforts made so far, by making small, almost token, provisions in the Plan for this purpose had proved to be utterly inadequate, and that the increase in the emoluments of the teachers (not related to any specific new programme of reorientation etc. to improve efficiency as a teacher) should be treated as a normal expenditure in the non-Plan sector. The money required for this programme will have to be found within the resources of the States and by special Central aid as non-plan expenditure.

Item No. IV : **Indiscipline in Educational Institutions**

The Chief Minister of Madras, and Education Ministers from Maharashtra, Madhya Pradesh, West Bengal and Gujarat were among those who participated in the discussion. The following points were made:

(1) Indiscipline among students in educational institutions had developed to a great extent in recent years and was among the main factors responsible for the generally low standards of education. It was admitted that students were not temperamentally indisciplined but they became so mostly due to external political influence.

(2) It was stressed that to overcome indiscipline among students there should also be a positive approach to mould them in the right direction.

(3) An important factor responsible for indiscipline was that the students had no organised extra-curricular activities nor were they given sufficient opportunities to occupy themselves in their leisure. They could do useful social work, if properly organised.

(4) Certain categories of films were also considered responsible for creating indiscipline and misbehaviour among students. It was urged that censoring films from this angle should be made strict.

(5) It would also be worthwhile to make the parents of the students responsible for observance of discipline by their wards.

(6) The age of entering college should be raised so that the students may have more maturity when they join colleges.

(7) It was suggested that headmasters of schools and principals of colleges should be appointed by selection on merit rather than promotion by seniority.

These views were also expressed by other ministers and there was a detailed and prolonged discussion on the question of students' indiscipline.

Broadly, it was agreed that:

(i) The co-curricular and extra-curricular activities in educational institutions should be intensified and developed purposefully to give vent to the creative energy of students and to utilise their leisure in a planned manner and for social service.

(ii) The teachers should remain aloof from active politics and devote themselves fully to educational work. With this end in view, it should be examined whether this could be made a condition of service for all teachers and included in the grant-in-aid rules for private institutions.

(iii) The Union Education Minister should convey to the Government of India the considered opinion of the Education Ministers that teachers' constituencies in State bicameral legislatures should be abolished.

(iv) The autonomy of educational institutions (including universities) should be fully respected but law-breakers, whether students or teachers, must be dealt with appropriately to ensure the proper maintenance of law and order.

(v) Parent-teacher associations should be established and they should exercise their influence to avoid indiscipline amongst the students.

(vi) The age of admission to universities/colleges should be raised.

(vii) Students may study and understand political systems and their working but not indulge in *active* political work.

Item No. V : **Recommendations of the Sapru Committee on Higher Education**

The State Ministers agreed to examine expeditiously the recommendations of the Sapru Committee and to send to the Centre their views and suggestions.

Item No. VI : **Recommendations of the Committee on Model Act for Universities**

The Chairman informed the State Education Ministers that the report would be circulated to all the State Governments when it is finalized. There was some discussion on the question of age of vice-chancellors and the system of their appointment.

It was agreed that the States would examine the Report on the Model University Bill and would communicate their views and suggestions to the Union Education Ministry.

Item No. VII : **Indian Educational Service**

The Union Education Secretary introduced the subject by stating that the item relating to the Indian Educational Service was discussed in a meeting of the Education Secretaries immediately before the Education Ministers' Conference and that there was some difference of opinion among the Secretaries regarding three main points, namely;

(i) inclusion/exclusion of teaching and research posts in the proposed service;

(ii) promotion quota in the Indian Education Service;

(iii) the initial constitution of the Service. It was suggested that the State Governments should work out the details and make appropriate suggestions. It might be useful to have the matter examined at the State level by an inter-departmental committee including the Department of Finance which should go into the financial aspect also.

It was emphasised that since the States had already agreed to the scheme in principle, what was needed was a quick examination of details. The Union Education Minister stressed that the establishment of the Service should be expedited in the interest of national integration and improvement of educational service.

Item No. VIII : **The Equivalence of Standards at the School Stage for Facilitating Inter-State Mobility of Students**

It was agreed that for facilitating the mobility of students and people from one State to another, the proposed equivalence of classes under different patterns of schooling periods in different States should be accepted, with the addition that admissions to the first year of the intermediate colleges (where they are still functioning as in U.P.) will be given only to students who have passed a public examination of the high school standard.

Item No. IX : **(a) Preparation of Standard Textbooks for some Basic subjects for use all over the country**

(b) Translation into Regional Languages of Good School Books in use in Foreign Countries

It was agreed that the model textbooks being prepared by the National Council of Educational Research and Training be adopted all over the country; they should be sent to the States as soon as they are ready so that translation into regional languages could be taken up expeditiously.

Item No. X : **Report of the Indian Parliamentary and Scientific Committee on "Science Education in Schools"**

The Conference after considering the report of the Indian Parliamentary and Scientific Commitee on Science Education in Schools placed on record their appreciation of the work done by the Committee and of the deep interest taken in this important problem by members of Parliament assisted by technical experts. They generally commended for consideration the recommendations contained in the report and suggested that necesary follow-up action be taken, in the light of this report and subsequent thinking on the subject.

It was further agreed that the recommendations of the Committee along with other recommendations on the same subject made by the Unesco Team should be carefully examined by

the National Council of Educational Research and Training, and specific suggestions put up for the next meeting of the Central Advisory Board of Education.

Item No. XI : **Naming of Universities after 'Prominent Leaders' or Donors—Question of Formulating Uniform Policy for Adoption by all State Governments**

After a useful discussion on the subject, it was agreed that generally the policy of not naming universities after individuals (with the exception of world figures, after their death) was sound.

Item No. XII : **Shortage of Teachers in Science and Mathematics—Measures to Improve the Situation**

The Chairman said that it was proposed to ask the universities to extend their cooperation in conducting a short course of one year with particular emphasis on the subject-content of mathematics, physics and economics.

It was also proposed to upgrade 12 selected State Colleges of teacher training to the status of Regional Colleges.

There was also a proposal to have a special fellowship for research in the NCERT and a scheme for correspondence courses for untrained teachers.

The Conference suggested that intensive and well-planned efforts on the requisite scale should be initiated to meet the shortage of teachers of certain categories, *e.g.* English and science subjects.

GENERAL

The Chairman informed the Conference that he had received invitation from the Madras Chief Minister to hold the next Conference in Madras State. The Conference accepted this invitation of the Madras Government.

The Chairman thanked the Chief Minister of Jammu & Kashmir for the hospitality and cooperation extended by the State Government.

The meeting concluded with a vote of thanks to the Chair.

MEMORANDUM

ON

ITEM No. I : TO REPORT ON ACTION TAKEN ON THE RECOMMENDATIONS OF THE LAST CONFERENCE HELD IN APRIL, 1964.

I. RECOMMENDATIONS

ON

1. ELEMENTARY EDUCATION

(i) The following basis for fixing Fourth Plan targets and preparing development schemes was agreed to, subject to availability of requisite funds:

(a) In the case of the States of Andhra Pradesh, Assam, Gujarat, Maharashtra, Mysore, Punjab and West Bengal and most of the Union Territories, the target for the Fourth Plan would be to provide universal education for the age-group 6-11 years.

In this connection, it was pointed out by West Bengal that because of increase in population and also influx from Pakistan during the last decade (33%), the State would not be able to attain this target without substantial financial assistance from the Centre. The Union Education Minister expressed the view that the Centre should bear the entire financial responsibility for the education of the immigrants not only in West Bengal but also in other areas where there has been considerable influx.

(b) In the case of States of Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh, the target date for providing universal education for the age-group 6-11 may be fixed as early as possible in the Fifth Plan.

(ii) Stress should be laid on the expansion of the education of girls and preparation of women teachers for which advance action should be taken in the next two years.

(iii) Vigorous steps should be taken to reduce wastage. For this purpose, the introduction of compulsion and the passing of improved legislation on compulsory education on the lines of the Delhi Primary Education Act and other suitable measures such as appointing qualified teachers will have to be adopted.

(iv) The educational survey which was carried out in 1957 should be revised by 31-3-1965 to make it up-to-date.

(v) The suggestion to have double shifts in classes I and II was not favoured as a measure for general adoption.

(vi) A selective approach should be adopted to improve primary and middle schools. Every year a few schools should be selected and intensively developed. The target to be reached by the end of the Fourth Plan should be to improve at least 10% of the schools. Care should be taken to see that these are spread as evenly as possible and not concentrated in 'developed' areas only.

(vii) A crash programme for improving the training of teachers should be undertaken. This would include expansion of teacher training facilities in such a way that by the end of the Fourth Plan the annual output of trained teachers is roughly equal to the annual demand for teachers. The backlog of untrained teachers should also be cleared during this period and for this purpose correspondence courses for teachers' education should be organised on the required scale. Advance action for this programme should be started immediately.

(viii) The work of State Institutes of Education which have been established in all the States should be developed intensively and further expanded.

(ix) The programme of school means is to be developed on a larger scale in all the States. Endeavour should be made to reduce the dependence on foreign aid for this purpose.

(x) A programme of free supply of textbooks at least to all poor and needy children should be developed. The cost of this programme can be substantially reduced if books and reading materials required are kept in the school and made available, free of charge, to all children during school hours. The system may work well in the first instance in classes I and II. In this context full use should be made of the gifts of paper received from Australia and Sweden.

ACTION TAKEN

PART I : Union Government

(i) The replies received from the States would show how far the States would be able to reach the suggested targets. Detailed information regarding enrolment targets in the Fourth Plan has not been received so far in the Ministry in the case of a large

number of States. Regarding financial assistance to States having large influx of displaced persons from Pakistan, the question will be examined in the light of allocations in the Fourth Plan and the needs of each State.

(ii) A sum of Rs. 25 lakh has been sanctioned to States under the advance action programme during 1965-66.

(iii) The recommendation was brought to the notice of State Governments. Compulsory Education Acts have been passed by Andhra Pradesh, Assam, Gujarat, Madhya Pradesh, Mysore, West Bengal and Rajasthan.

(iv) A sum of Rs. 10 lakh has been sanctioned for educational survey as part of the advance action programme during 1965-66. A plan for carrying out the survey is under preparation in consultation with the National Council of Educational Research & Training.

(v) Noted.

(vi) The recommendation will be borne in mind while preparing detailed plans for the Fourth Plan. Action has to be taken by the State Governments. For the Union Territories, action will be taken by the Ministry of Education in consultation with the respective Administrations.

(vii) (1) A sum of Rs. 175 lakh has been sanctioned to State Governments for expanding facilities in existing training institutions. It is expected that about 9000 additional places will be created in training institutions—both elementary and secondary.

(2) It is proposed to provide facilities for training of elementary teachers through correspondence courses in four States to begin with during 1965-66 as part of the advance action programme. Their details are under preparation.

(3) Adequate funds are being provided in the Fourth Plan for increasing facilities for teacher-training. Also it is hoped to take measures for improving standard of training in the training institutions.

(viii) Since the establishment of the State Institutes of Education in the later half of 1963-64, the Government of India have helped these Institutes by way of organising the following courses, etc. :

(a) Training course for the principals and vice-principals of the State Institutes of Education, held at Delhi from 10-2-64 to 4-4-64.

(b) Half-yearly conference of principals of the State Institutes of Education held at Sehore from 21st to 24th November, 1964.

(c) Orientation course for the extension workers in the State Institute of Education held at Udaipur from 29-3-65 to 11-4-65.

Joint Secretary in charge of the Bureau of School Education is a member of the Programme Advisory Committee of the State Institutes of Education and, in this capacity, he helps the State Institutes to draw up their programme.

(ix) This recommendation was forwarded to the State Governments for necessary action, since the scheme of mid-day meals is being implemented by them. The Central Government only assists the State Governments in procuring the required food commodities from the international organisations, like CARE and Catholic Relief Services. Central Government also gives grants-in-aid to the State Governments at one-third of the total expenditure incurred by them on the implementation of the scheme. At present 8.5 million children are covered in different States under this scheme. The target proposed is to cover 10 million children by the end of Third Five-Year Plan.

(x) (a) A model scheme for the supply of books free of cost to primary schools was circulated to all States on 30-11-63. It is for the States to implement the scheme.

(b) The State Governments have been requested to nationalise textbooks at the elementary stage of education and except Gujarat and Jammu and Kashmir, all States have done so and printed the books on gift paper.

PART II : **State Governments**

ANDHRA PRADESH

(i) (a) In the Fourth Plan on general education, provision is made to enrol 100% of boys and 80% of girls in the age-group of 6-11 years. There are vast areas in the State, particularly in Telangana region and a few districts in the Andhra region, which are backward. It may not be possible to achieve the target of enrolling 100% of boys and 80% of girls as a whole, unless special Central assistance is given for the purpose.

(b) Not concerned.

(ii) Special schemes for the expansion of education of girls and preparation of women teachers could not be taken up as provision was not made in the Plan. Unless Central assistance is given for these schemes, it will not be possible to achieve any progress. A provisional allocation of Rs. 1 lakh has been made for advance action schemes to accelerate girls' education during 1965-66. The details of this scheme will be finanlised on receipt of the information confirming the provisional allotment from the Centre.

(iii) The Compulsory Primary Education Act was already implemented, although penal provisions have not been enforced. Steps to reduce the wastage are being taken. Qualified teachers are appointed in schools. Other measures like running continuation classes, organising literacy classes on a massive scale, provision of mid-day meals etc. will be considered.

(iv) This will be considered during 1965-66. The Centre may grant necessary funds promised for the purpose.

(v) Does not arise.

(vi) This suggestion will be kept in view at the time of working out the details of qualitative improvement of primary and secondary schools.

(vii) The existing teacher training facilities in the State are just sufficient to meet the annual demand of the teachers on the basis of the existing enrolment. The backlog of untrained teachers will be cleared off by the end of the Fourth Plan period by reviving the sections which were kept in abeyance in the National Emergency. If necessary, some of the sections for freshers will be converted for untrained teachers in service for one or two years. To meet the demand of teachers for additional enrolment and to achieve the targets fixed for the Fourth Plan period, action is being taken to increase the training facilities. For this purpose, Government of India have tentatively allotted an amount of Rs. 10 lakh for '65-66 as advance action for teacher training. Action will be taken in this regard after receiving the confirmation regarding this allotment from Government of India.

(viii) This will be taken up in the Fourth Plan when more money is expected to be allotted to the State Institutes of Education under the Central scheme.

(ix) Under the mid-day meal programme, at present 9,52,000 children are being fed. The number of beneficiaries will be raised during Fourth Plan period, to 20 lakh. Efforts are also made to secure peoples participation for this purpose in implementing the scheme.

(x) The Government is utilising the gifts of paper received from Australia and Sweden. A scheme for the free supply of nationalised textbooks to the poor and needy primary school children worth the cost of gift paper has been formulated during 1964-65. Books worth Rs. 7.50 lakh were ordered to be distributed to the poor and needy children. During 1965-66 Government have decided to distribute Rs. 7 lakh worth of books to poor and needy primary school children. Necessary advance action is being taken to implement the scheme.

GUJARAT

(i) (a) The draft of the Fourth Five-Year Plan has been prepared as per suggestion of the Sub-Study Group and has since been approved by the Study Group and has been published. The compulsory primary education has been introduced in the State during the Third Plan. It is hoped that 91.56% of the children belonging to the age-group of 6-11 will be enrolled by the end of Third Five-Year Plan. Provision for providing educational facilities for additional children of the age-group 6-11 to be enrolled in standards I to VII during Fourth Five-Year Plan has also been made. It is proposed to make provision for enrolment of 12·50 lakh additional children in standards I to VII during the Fourth Plan period. This target is almost the same as prescribed by the Central Study Group on General Education.

(b) No remarks.

(ii) The State Government has, paid special attention in regard to promotion of girls' education in the Third Plan and schemes such as stipends to women teachers for training (Rs. 0.85 lakh); (2) provision for building hostels for women training colleges (Rs. 1.64 lakh); (3) polytechnic for girls (Rs. 4.32 lakh); (4) promotion of girls' education (Rs. 8.01 lakh) and hostel acccommodation to girls coming from rural areas have been provided in the last year of the Third Plan. State Government has also undertake schemes for the acceleration of girls' education as advance action. Government has also provided an over-all provision of Rs. 5.00 lakh as advance action in regard to the teachers' training. Though this will be a general scheme, women trainees will also be benefited. These schemes will be continued during the Fourth Plan, as also other schemes such as payment of scholarships to women teachers in secondary schools. Award of additional freeships to girl students in secondary schools have been proposed in the Fourth Plan.

(iii) With a view to minimising the wastage and stagnation at the elementary stage, some measures such as providing mid-day meals to children in the backward areas of the State have been proposed to be taken in the Third Plan. Similar measures such as

(i) grant-in-aid to pre-primary schools and training colleges, (ii) supply of free books to all children in the standards I to II and (iii) mid-day meals schemes are proposed to be taken up during the Fourth Plan. Under the mid-day meals scheme, it is proposed to cover additional 2 lakh children. It is felt, these measures will go a long way in reducing the wastage referred to above. So far as the question of appointment of qualified teachers is concerned, there will be about 67% of primary trained teachers at the end of Third Plan. The State Government has, therefore, taken up short term accelerated training programme and it is hoped that the backlog of untrained teachers will be cleared up by the end of Fourth Plan. Moreover sufficient facilities have now been created to train annual requirement of teachers.

(iv) The State Government in collaboration with the Government of India is shortly going to undertake the educational survey as advance action during the current year and a provision of Rs. 34 thousand has been made during the current year.

(v) While the State Government generally favours this view, it is difficult of implementation in view of the limited resources available and the large number of pupils that have to be catered for.

(vi) It is proposed to establish Central Schools in group of primary schools. A scheme for converting 10% of the existing primary schools into model schools has been proposed for inclusion in the Fourth Plan.

(vii) There will be about 67% of the trained teachers at the end of Third Plan. This position cannot be said to be very satisfactory and therefore with a view to clear up this backlog of under-trained teachers, this State Government has undertaken short-term accelerated training programme for the elementary stage. Facilities have also been created to cope with the training of teachers, recruited fresh every year. It is felt that these measures will go a long way in clearing the backlog of untrained teachers by the end of the Third Plan. The State Government does not consider correspondence courses as adequate means for the training of primary teachers. The State Government's view has already been communicated to the Government of India in this regard.

(viii) This is being done.

(ix) The question of providing mid-day meals to about 2 lakh children preferably from rural areas with effect from 1965-66 is under consideration. During the Fourth Five-Year Plan it is proposed to cover 2 lakh pupils under the scheme. For want of

funds it is not possible to cover a larger number of children. Neither would the paucity of funds make it possible for the State to carry out the programme, that it has accepted, without foreign aid.

(x) A scheme for the supply of free books to all the children in standards I and II and to needy children in standards III to VII has been proposed for inclusion in the Fourth Five-Year plan.

MYSORE

(i) (a) Accepted.

(b) This does not arise in Mysore.

(ii) Accepted and proposals have been sent to Government of India.

(iii) Retention of children in the schools of primary stage is a problem. This could be improved only by publicity and the cooperation of the other various developmental officers. Efforts are being made in this State by utilising the services of T.D. blocks, V. P. mahila mandals, rural farmers' clubs and such other organisations, that are interested in the progress of society.

(iv) The State Institute of Education is entrusted with the revision.

(v) Not favourable to this State, also as a matter of principle.

(vi) This is included in the Fourth Plan.

(vii) Proposals are already worked out both for stepping up percentage of trained teachers and to remove the backlog of untrained teachers.

(viii) Is being done.

(ix) Efforts are being made; and what should be done after the CARE aid is withdrawn is engaging the attention of the Department and Government.

(x) This is being done in a phased manner.

ORISSA

(i) This item requires no action to be taken by the State Government.

(i) (b) It is expected that by the end of the Fourth Plan period it would be possible to bring in 90% of the children in the age-group 6-11 to primary schools out of which 100% would

be boys and 80% girls. It may be possible to achieve free and universal primary education for 100% boys and 100% girls during the Fifth Plan period.

(ii) In order to have more women teachers, condensed course training centres for adult women have been started by Government during the Third Plan period so that these candidates may be appointed as teachers in primary schools.

In order to attract more girl students to read in primary schools, the following schemes have been included in the Third Five-Year Plan:

(1) Appointment of school mothers

(2) Award of attendance scholarships to students

(3) Provision of sanitary blocks in primary schools.

All these schemes are proposed to be continued with greater intensity during the Fourth Five-Year Plan.

(iii) Primary education in this State has not been made compulsory. However in few areas of the State, compulsory primary education has been introduced on experimental basis.

Vigorous steps are being taken to reduce wastage at the primary stage by providing schemes like mid-day meals and free supply of uniform to the girl students coming from poorer classes.

(iv) Provision has been made under the advance action programme for conducting a re-survey under the auspices of the State Institute of Education during the year 1965-66.

(v) No action has been proposed to be taken by the State Government.

(vi) This scheme has not been proposed in the State Plan on account of financial reasons. But as a matter of policy, grants are being paid to M. E. and high schools for improvement of their building library and equipment.

(vii) In order to remove the backlog of untrained teachers at the elementary and secondary stages, adequate provision has been made under the advance action programme for the increase of seats at E.T., C.T. and training colleges levels. As regards the correspondence course, it is proposed to implement this scheme for clearance of the backlog of untrained teachers at the primary stage through the State Institute of Education and it is expected that by the end of the Fourth Plan period, the percentage of untrained teachers at this stage would be reduced to minimum.

As regards the percentage of untrained teachers at the secondary stage due to proposed increased of seats in the training institutions, it is expected that the percentage of untrained teachers would be reduced to a large extent. But no proposal for implementing the scheme of correspondence course has been suggested as this scheme is not expected to bring out any substantial results in this State.

(viii) The State Institute of Education has already started its work in the State during the Third Plan period. It is a Centrally sponsored scheme. In view of the importance of this Institute, it is desirable that this should be expanded during the Fourth Plan period.

(ix) The scheme for supply of mid-day meals is being implemented in the State and provision has been proposed during the Fourth Plan for further expansion of the programme.

(x) Provision exists in the T.R.W. Department budget for free supply of textbooks to the students of scheduled castes and scheduled tribes. The proposal to extend this scheme to other poor and needy children of landless agricultural labourers is being proposed in the Fourth Plan.

PUNJAB

(i) It is expected that by the end of the Fourth Five-Year Plan, the enrolment in classes I-V shall be 100% of the anticipated population in the age-group 6-11 years. This target is being kept in view in the formulation of the draft Fourth Five-Year Plan, but the final position will emerge only after the Plan ceiling has been fixed.

(ii) In the Fourth Five-Year Plan, provision for expansion of girls' education has been made. Training facilities for the elementary teachers are adequate and no further action is required for the preparation of women teachers.

(iii) Wastage and stagnation at the primary level occurs due to various factors. It is felt that wastage cannot be reduced effectively unless the economic position of the parents is improved, because there is a tendency on the part of the parents to take away children from schools after they become of economic utility. Better salary scales for the teachers and putting up good school buldings are needed but inadequate funds stand in this way.

(iv) The work of education survey has been entrusted to the State Institute of Education and it will take some time before the survey is completed.

Middle Stage

(i) Double shift in the schools has not been very much approved, but it is to be adopted at some places because the problem of additional enrolment has to be solved by this system.

(ii) The training facilities for J.B.T. teachers in Punjab are adequate and further steps are being taken for improving the same.

(iii) The State Institute of Education set up in Punjab State is still in its infancy and it is hoped that the scope of activities of the Institute will expand during the Fourth Five-Year Plan.

(iv) The milk feeding programme in some selected blocks has already been launched in collaboration with CARE which supplies free milk. Because of the prohibitive cost involved, it may not be possible to undertake the programme on a large scale out of the State finances only.

(v) Books are supplied free of cost to the students of 1st primary class in selected areas and the price of books has been substantially reduced.

UTTAR PRADESH

(i) According to the present rough perspective plan, 100% boys and 85% girls in the age-group 6-11 would be enrolled by the end of the Fifth Plan. Recent enrolment drives have shown unmistakably that public enthusiasm and parental cooperation are now forthcoming in an abundant measure. The only limitation is that of funds. Given special Central assistance outside the State Plan ceiling, U.P. is fully capable of achieving the target of 100% enrolment in the age-group 6-11 early in the Fifth Plan period.

(ii) Advance action for preparation of teachers is being taken by the State, and stress is being laid on the expansion of the education of girls. Under 'advance action' we have attached 33 teacher training units at H.T.C. level to selected higher secondary schools. Out of these 31 units are for girls. The annual intake of each attached unit is 30. Also 2 full-fledged normal schools for girls with an annual intake of 50 have been opened this year. Ten additional H.T.C. teacher training units will be started during 1965-66. Besides, 5 units with an intake of 30 are proposed to be attached to higher secondary schools in 1965-66, to prepare teachers for senior basic stage. 3 Government normal schools for girls and 2 in-service training centres to train untrained teachers of primary schools are proposed to be opened during 1965-66. The intake of 15 existing normal schools for boys is proposed

to be increased from 50 to 80 from the year 1965-66. Also, the intake of 5 J.T.C. institutions is proposed to be increased from 40 to 80 from next year (1965-66). Girl's education has been made free upto class X.

(iii) Efforts are being made to reduce wastage by appointing better qualified teachers (most of the primary school teachers now are matriculates and even intermediates) and by intensifying teacher training programme. Compulsion is in force in limited areas. The State being backward in primary education, at present we are engaged in trying to provide universal facilities of schooling by opening more schools and providing more teachers. The stage of compulsion would come later. With our limited facilities, this would at present be premature.

(iv) The question of a fresh educational survey was considered by the State Education Secretaries and Directors at their meeting on April 27, 1964. It was decided that a Central committee should formulate the design for the survey. After this is done, the work could be taken up by the State.

(v) The double shift was introduced in 1963-64 in the State in classes I and II. It has not evoked particular popular response.

(vi) While it is considered desirable that selected primary and middle schools should be improved, it has not been possible to include any scheme for the purpose in the draft Fourth Plan due to limitation of resources of the State. Such a scheme should be financed through Central assistance on hundred per cent basis outside the Plan ceiling.

(vii) Some of the steps taken in this direction have been mentioned above under item (ii). In the Fourth Plan, it is proposed to expand the training programme further. Also, now that most of the candidates for admission to elementary teachers training institutions are matriculates and even intermediates, it is proposed to reduce, as a temporary measure, the duration of the primary teacher training course to one year of intensive training. It is anticipated that by the end of the Fourth Plan, the percentage of untrained primary teachers would come down from 25% (1965-66) to 16% (1970-71) and that of middle from 13% to 11%.

(viii) It is considered desirable that the work of the State Institute of Education should be developed. Since it is being financed Centrally, it is presumed that the Union Ministry of Education would be considering this point.

(ix) In this State a small-scale programme of mid-day meals in the shape of milk with skim-milk powder received free from UNICEF is being operated since October, 1963. It covers 1.5 lakh of children in 17 districts. The question of expanding the programme is being considered.

(x) With the help of gift-paper received from Australia and Sweden about 20% of the total students of junior Basic schools in this State are being given free textbooks. These books are taken back from them at the end of the session and re-issued to other poor students next year. The scheme will continue on an increasing scale as the gift paper from Australia will be available during the next three years also.

WEST BENGAL

(i) (a) The physical target set forth in the Third Five-Year Plan *i.e.* 80 per cent will be reached and it will be possible for this State to provide universal education in the age-group 6-11 by the end of the Fourth Plan period .

As regards the Union Education Minister's view that Centre should bear the entire financial responsibility for the influx of population from Pakistan during the last decade, little financial help has been received from the Ministry of Rehabilitation or Education for the 'residual educational problems' in primary education.

At the instance of the Ministry of Education, a scheme of training for five hundred 'refugee' teachers (estimated at Rs. 50.77 lakh) was duly submitted to the Ministry of Education and the Ministry of Rehabilitation in 1964. Nothing has been heard from the Central Government so far in this connection, in spite of repeated reminders.

(ii) Within the Plan provision every attempt has been made for the expansion and improvement of girls' education and schemes were prepared for the training of women teachers under advance action. No sanction, however, has been received for the training of teachers at the primary stage.

(iii) Suitable administrative measures have already been initiated with a view to reducing wastage. Necessary teachers quarters could not be built for lack of funds. It is hoped that the wastage would be reduced progressively as better amenities are provided and public cooperation under Phanchayat is assured.

(iv) Steps are being taken to make a survey up-to-date.

(v) Nil.

(vi) The State Government has accepted this in principle.

(vii) No progress of teachers' training under this head could be taken up as no sanction was forthcoming in 1964-65, though schemes were duly prepared and submitted to the Government of India. A limited programme for the training of teachers has been taken up in 1964-65 to meet the initial requirements of the Fourth Plan. Seven hundred additional seats have been sanctioned under the scheme.

No special programme could be taken to clear the backlog of untrained teachers for want of funds

(viii) The State Government is trying to develop the Institute of Education recently established. The main difficulty has been the lack of supply of qualified experienced personnel.

(ix) Not much has been possible in the Third Plan period for want of funds.

Provision has been made for a programme of school meals on a limited scale in the Fourth Plan period.

(x) A programme of free supply of textbooks to poor and needy children has already been taken up. In free and compulsory areas, needy pupils in all schools are furnished with books, slates etc. so that needy and poor students attending the schools are not put under any handicap. The number of children receiving the benefit would approximate to 3.81 lakh.

Gift paper from foreign countries is being fully utilised in this connection.

PONDICHERRY

(i) (a) Provision has been made for the 100% enrolment of age-group 6-11 in the Fourth Plan.

(b) Nil.

(ii) Special programmes such as merit prizes, attendance scholarships etc., are instituted in the Third Plan and are to be continued in the Fourth Plan period too, to give impetus for the promotion of girls' education in this Territory. Enrolment drives being conducted in this Territory are to be continued in future also.

(iii) Regarding the appointment of teachers, only suitable and qualified teachers are being appointed, to the maximum extent possible.

(iv) Steps are being taken.

(v) Nil.

(vi) With a view to implement this recommendation, a suitable scheme *viz.* "Setting up of Model Primary/Middle Schools" has been included in the Fourth Plan proposals. According to this scheme, 10 primary schools and 4 middle schools in Pondicherry will be upgraded to the status of model schools, with provisions for adequate qualified teachers, accommodation, building facilities, sanitary facility, library, laboratory facilities and teaching aid etc.

(vii) There are at present two teachers' training institutions in Pondicherry with an annual output of 120 trained teachers. It is estimated that the annual requirement of teachers at the end of the Fourth Plan will be 160 and with a view to meeting this, it is proposed in the Fourth Plan to open one more teachers training institution with an annual intake capacity of 40 (Exclusively for girls).

(viii) There exists no such institute in this Territory.

(ix) The free supply of school meals to children is already in vogue in this Territory. This is to be continued in the Fourth Plan period, and 60% of the school children will be benefited.

(x) The programme of free supply of textbooks and slates is in vogue in this Territory. This scheme will be continued in the Fourth Plan period also.

TRIPURA

(i) (a) Scheme for the purpose has been proposed in the draft Fourth Plan.

(b) Does not relate to this Territory.

(ii) For the expansion of girls' education financial assistance and other facilities are being extended to girl students at all stages of education. It is proposed to extend facilities for the training of additional women teachers and construction of women teachers' quarters.

(iii) Steps are being taken to reduce wastage by parent-teacher contact, better supervision, etc. The question of introduction of compulsory education may be considered later.

(iv) Steps have already been taken to revise the educational survey of 1957. The revised survey is expected to be completed soon.

(v) Noted.

(vi) 8 model primary schools have already been started. More model primary and middle schools are proposed to be started. Necessary provision has been included in the draft Fourth Five-Year Plan.

(vii) Scheme for the purpose has been proposed in the draft Fourth Plan.

(viii) State Institute of Education has not yet been established in Tripura. Supply of school meals in selected schools has been in operation in the Third Plan and may be further expanded in the Fourth Plan.

(ix) (No action reported).

(x) Provision for the purpose has been proposed in the Fourth Plan.

RECOMMENDATIONS

ON

2. SECONDARY EDUCATION

(1) Schools in all States should conform to a uniform school leaving standard;

(2) The standard to be so achieved at the end of the secondary stage should be at least the intermediate level of the former 4-year colleges, with provision for appropriate diversified courses.

(3) A 12-year course of schooling before admission to the degree course is the goal towards which the country must work, even though consideration of finance and manpower may not make it possible for all States to implement such a scheme in the immediate future;

(4) The entire education at the secondary stage should be done in the schools; classes such as the P.U.C. started in Universities as a temporary measure, should be transferred to the schools as soon as possible in accordance with a phased programme;

(5) The new schools should be started in accordance with the accepted uniform pattern;

(6) An appropriate machinery for determining the equivalence of standards at school stage in order to facilitate the mobility of students from one State to another and for promoting uniformity in the school system should be established by the Union Ministry of Education;

(7) Every State should review the existing position and draw proposals for completing the proposed upgrading on the accepted lines by the end of the Fourth Plan as far as possible; and

(8) In order to reach the uniform school-leaving standard indicated above, special assistance from the Centre should be given to all States both for the programme of upgrading schools and for the transfer of the pre-university classes to the school stage.

ACTION TAKEN

PART I : **Union Government**

(1) to (7): It is essentially for the States to take action on these suggestions. It is understood that the Education Commission is also making a study of this question.

This subject was also discussed at an informal meeting of the Directors of Public Instruction held at Bangalore in October, 1964. The recommendations made at that meeting have been circulated to State Governments for consideration and suitable action.

The pace of reorganisation of secondary education has been uneven in different States and this has been mainly due to financial and administrative difficulties and paucity of teachers with higher qualifications.

There have been reports of decisions of certain States, which had adopted the pattern, to revert to the original practice. The Government of Orissa, for instance, has decided to abolish the higher secondary schools in the State, the reasons being the unpopularity of the system, administrative difficulty in admissions and transfer of students and lack of qualified teachers.

The Madhya Pradesh Board of Secondary Education has decided to hold a public examination called the High School Competitive Examination at the end of class X in 1967 and on wards. The main advantages of this change are stated to be—

(a) to siphon out children who only require basic educational attainment for admission to some professional courses; and

(b) to reduce the number of subjects that a child has to study in class XI to five in order to facilitate their intensive study.

According to the State Government, this examination at the end of class X will not replace the existing higher secondary examination at the end of class XI. The effect of Madhya Pradesh Board's decision, however, might be that in the case of a large number of pupils their school education could terminate at the end of class X.

The Government of Rajasthan has decided not to open new middle, and high or higher secondary schools this year with a view to utilising the likely savings towards introducing science courses in high or higher secondary schools where they do not exist so far and equipping the existing ones to improve their quality. The progress of conversion or opening of new higher secondary schools will, as a result of this decision, receive a set-back.

The Government of Assam has also felt the need to make a survey of secondary and higher secondary education in the State and the problems allied to it and has set up a committee for this purpose.

It is very necessary that all the State Governments should find ways and means of accepting a unified pattern of education and make vigorous efforts to reach that goal. The Education Ministers' Conference (1962), was of the view that in order that education may make its fullest contribution to the emotional integration of the country, it was necessary and desirable that the recommendations adopted by the Conference on the pattern and content of education should be implemented effectively by all concerned and that no major change in the national pattern of education should be made without the Conference first having an opportunity to consider it.

The C.A.B.E. (1963) strongly recommended that "it was necessary and desirable that the recommendations adopted by the Board on any matter of educational policy of an all India character or the pattern or content of education should be implemented effectively by all concerned and that no major change in the national pattern of education should be made without the Board first having an opportunity to consider it."

It is necessary to ensure implementation of the earlier decision that new changes in the pattern should not be introduced without consideration in the Education Ministers' Conference and/or the C.A.B.E. It is also for consideration as to whether it would not be desirable that the *status-quo* should be maintained by the State Governments until a long-term solution is found on the basis of the report of the Education Commission.

(8) Adequate provision is being made in the Fourth Plan for—

(a) strengthening the teaching of science;

(b) improving standards of teacher-training at the secondary stage; and

(c) diversification and introduction of terminal courses at secondary stage.

It is proposed to assist the State Governments from these provisions for any schemes for upgrading secondary schools.

PART II : **State Governments**

ANDHRA PRADESH

1 to 5: In the proposed pattern of education in this State there will be a 12-year school course before the first degree consisting of 7 years of elementary, 3 years of secondary and 2 years of higher secondary education. This is in accordance with the recommendation made by the Conference. Preparatory steps to implement this new pattern are being taken.

6 & 7. No action reported.

8. Regarding the suggestion that during the Fourth Plan at least 10 per cent of the secondary schools should be strengthened as peaks of excellence and that the talented children of the area should be enabled to take advantage of these schools, it may be stated that while the idea is sound in principle, there may be certain practical difficulties in implementing the schemes such as provision of higher qualified teachers in such schools, preparation of advanced curriculum and designing of tools for discovering talented children and administering those tools. A more practical method of catering to the abilities of talented children may be make provision for double promotion of such children in ordinary schools.

GUJARAT

(1) This is under consideration.

(2), (3), (4) & (5) Noted.

(6) No remarks.

(7) This will be done as soon as possible.

(8) The programme is being implemented in this State.

MYSORE

(1) & (2) Agreed.

(3) This State will also adopt the national system.

(4) & (5) Agreed.

(6) This is absolutely necessary.

(7) Agreed.

(8) This is necessary.

The State Government accepts the suggestion in the second para of (8) above.

ORISSA

(1) No comments to offer in this regard.

(2) Nine high schools in the State were converted to higher secondary schools during the Second and Third Plan. The standard achieved at the end of higher secondary schools is of pre-university standard. But it was noticed that the scheme did not prove successful in the State. Hence the scheme had to be dropped during the Third Plan period.

(3) In this State a student before admission to degree course has to undergo 12 years' of schooling—five years primary stage, two years in middle school stage, four years in secondary stage and one year in the pre-university class at the university stage.

(4) It has been explained in the foregoing para that the higher secondary course which corresponds to the pre-university standard had to be dropped as it did not prove successful in this State. It will not be possible to transfer pre-university classes in the colleges to the schools immediately on account of shortage of accommodation and qualified teachers.

(5) The accepted uniform pattern has not been introduced in this State, although there has been one pattern common to all the schools in this State. This is five-year schooling at the primary stage, two years schooling at the middle school stage, four years at the secondary stage, one year at the pre-university stage followed by three years' degree course at the university stage. Schools are being opened under the existing pattern in this State.

(6) Nil.

(7) The upgrading of high schools to higher secondary schools in Orissa has been dropped as explained in para 2 above.

(8) Does not require comment. Provision was made in the Third Plan for providing science laboratories, workshops in some high schools and increased provision has been proposed during the Fourth Plan for improvement of buildings, equipment, libraries etc, in secondary schools.

As regards the advance action for teacher-training at this stage provision has been proposed in the budget for 1965-66 under advance action programme for the Fourth Five-Year Plan for increase of seats in the training institutions. With regard to improvement of selected high schools, this scheme is being worked out by the Industries Department by the opening of high schools with provision for appropriate diversified course.

PUNJAB

About one-third of the total number of schools has switched over to the higher secondary pattern. The question of introducing 12 years course will entail huge finances and as such it will not be possible for the State Exchequer to bear this pattern. Besides teachers with post-graduate qualifications, who are required for higher secondary schools, are not available to the desired extent.

UTTAR PRADESH

(1), (2) & (3) In this State, there is already a twelve-year course of schooling before admission to the degree course and diversified courses under the following groups are provided in higher secondary schools: (1) Literary (2) Scientific (3) Commerce (4) Constructive (5) Aesthetic (6) Agriculture, and (7) Technical.

It would be desirable that there should be a uniform pattern of 12 years course before admission to degree classes in all the States. In this State, this pattern already obtains.

(4) In this State, only the two Central Universities of Banaras and Aligarh have pre-university classes. It concerns Government of India.

(5) Needs no comments in the light of comments under items (1) and (3).

(6) It is for the Government of India to consider.

(7) & (8) Needs no action by this State as they have already the desired twelve-year pattern.

It has not so far been possible to include any scheme of selected quality schools for talented children in the draft Fourth Plan because of limited resources. The minimum cost for 54 such schools is estimated at Rs. 239 lakh for the Fourth Plan period. This scheme may be financed Centrally on hundred per cent basis over and above the State Plan ceiling.

WEST BENGAL

(1) In conformity with the recommendation of the Central Advisory Board of Education and the Government of India, the State Government has already accepted the pattern of a 11-year school—5-year (6-11) primary and 6-year (11-17+) secondary—and a three-year degree course. The State Government has been systematically proceeding on the re-organisation of the school system, with a view to raising the standard and ensure an adequate standard in secondary education. The main factor, however, has been the lack of sufficient provision in the Plan. The initial difficulty of qualified teachers has been largely overcome with the setting up of new universities, larger facilities in training colleges and condensed courses of various types to improve the requirement of science teachers.

The State Government has accepted the policy of upgrading junior high school into class-XI schools and not to class-X schools any more.

On March 1965

(i)	Number of Upgraded Schools		1468
(ii)	Number of Courses		
	Academic	...	1465
	Science	...	1195
	Technical	...	54
	Commerce	...	342
	Fine Arts	...	32
	Home Science	...	86
	Agriculture	...	66
(iii)	No. of Class-X Schools		1237
(iv)	No. of Class-VIII Schools		1511

(2) The standard set at the secondary stage would ultimately be the intermediate level. At present the State Government is satisfied that the standard reached is distinctly higher than the first year of the previous intermediate. Diversified courses as recommended by the Central Advisory Board and the Government of India have already been introduced, with encouraging results.

(3) The State Government agrees in principle that the 12-year course of schooling is the goal towards which this State would word and they feel that considerable additional finance would be required if the present school-leaving standard is to be raised.

(4) The State Government has accepted the recommendation and, wherever practicable, the pre-university courses which have been accepted as a 'transitory measure' are being transferred to reorganised schools.

(5) Agreed; and action being taken accordingly.

(6) Noted.

(7) The State Government has reviewed the position and has prepared proposals for completion of upgrading by the end of the Fourth Plan. But the estimates of such upgrading on the present scale would be substantial and unless the Government of India makes any special help to this State which has taken up the task of upgrading all secondary schools in a systematic manner it may not be possible to complete the reorganisation by the end of the Fourth Plan.

(8) Noted. The State Government would like to point out that though it agrees, in principle, with the suggestion of selection of 10 per cent schools of a very high standard, it should be the joint responsibility of the State and the Centre to ensure that no reorganised school remains sub-standard.

PONDICHERRY

(1) The matriculation system of the Madras University and the S.S.L.C. systems of Madras and Andhra Pradesh are being followed in the State.

(2) The implementation of this recommendation depends upon the introduction of higher secondary system in the Madras State. However, introduction of diversified courses of study is already made in the 11-year SSLC schools, and also proposed to be introduced in the Fourth Plan period.

(3) Nil.

(4) There is only one higher secondary school in the State at Yanam. The further conversion of secondary schools into higher secondary type largely depends upon the introduction of such a scheme in the Madras State. A token provision of Rs. 10,000 is alone made in the Fourth Plan in this respect.

(5) Recommendation is moted.

(6) Nil.

(7) Vide Remarks on item No. 4 above. With a view to completing the conversion of Yanam High School into Higher secondary type, a separate spill-over scheme is included in the Fourth Plan.

(8) Nil.

TRIPURA

(1) Out of 70 secondary schools, 61 are already of the higher secondary standard. It is proposed to convert the remaining 9 schools into higher secondary schools during the last year of the Third Plan.

(2) & (3) All the secondary schools in this Territory have been affiliated to the West Bengal Board of Secondary Education. It is not possible to implement the recommendations until the present course of schooling is changed by the Board.

(4) Same as against item No. 3.

(5) Noted.

(6) Action to be taken by the Union Ministry of Education.

(7) This has been/is being done.

(8) Action to be taken by the Government of India.

RECOMMENDATIONS

NO

3. HIGHER EDUCATION

(i) The general policy should be to strengthen existing universities rather than to establish new ones. Where the establishment of a new university is absolutely essential, very careful and adequate preparation should be made in advance. Such preparation should include the establishment of post-graduate centres with adequate facilities in respect of libraries, laboratories and some university chairs at the place where the establishment of a university is considered essential. A similar policy should also be followed in respect of colleges.

(ii) A recommendation made earlier in the Education Ministers' Conference to the effect that a Model Central University should be established in every State was reiterated as an ultimate goal. Since there is no Central University in the South it was considered desirable to establish one as early as possible.

(iii) With a view to improving standards of higher education in the country, the University Grants Commission has initiated a scheme of setting up centres of advanced study in universities. This very important and useful scheme should be expanded and one such centre should be located in each university.

(iv) At the university stage a major programme should be to select the most promising students and enable them through an adequate provision of scholarships to join the best institutions in the country—at least one in each district. For this purpose, it is necessary to work out a programme of identifying talent and to develop a number of good institutions in the country where these students could be placed along with others.

(v) The expansion and qualitative improvement of post-graduate education should be emphasised. The target of enrolment at the postgraduate stage should be 30% of the total enrolment at the undergraduate stage.

(vi) To provide facilities of university education to the rapidly increasing number of students, the following measures should also be adopted:

(a) correspondence courses;

(b) part-time courses; and

(c) evening colleges.

(vii) To strengthen the facilities for scientific and technical education, the Indian Institutes of Technology should be developed further on the lines of universities to make them into all India centres of education in science and technology. More such institutes should be established whenever it is found necessary.

(viii) As the system of matching grants was not working satisfactorily, it would be replaced by full grants earmarked for specific purposes.

(ix) In connection with payment of maintenance grants the University Grants Commission should give such grants to selected programmes of State universities also on the same basis as in the case of the Central universities.

ACTION TAKEN

PART I : Union Government

The recommendations of the Conference were placed before the University Grants Commission in their meeting held on 2-9-1964. The Commission welcomed the conclusions and desired that the recommendations made may be taken account of in the preparation of the Fourth Plan.

The Commission also suggested that the important issues implied in the recommendations should be brought to the notice of the Education Commission.

In regard to provision of adequate scholarships, referred to in conclusion no. (iv) above, it may be stated that during the Third Plan, 1800, 400 and 430 awards in each year of the Plan have been given after the school-leaving stage, intermediate stage and first degree stage respectively under the National Scholarships Scheme.

In addition, there have been 63,900 awards under the National Loan Scholarships Scheme, spread over in the last three years of the Plan. In the Fourth Plan it is envisaged that 17,000 awards under the National Scholarships Scheme and 33,000 awards under the National Loan Scholarships Scheme will be given each year at the various stages of education after the school-leaving stage.

In regard to conclusion no. (vii), it may be stated that the existing Indian Institutes of Technology at Kharagpur, Bombay, Madras, Kanpur and Delhi have been declared as institutes of national importance by an Act of Parliament. All the institutes are autonomous bodies similar to universities in the country and award their own degrees, diplomas and other academic distinctions. They are all India centres of education in science and technology and admissions of students and recruitment of staff to them are made on all India basis. In so far as setting up of more such institutes is concerned, it may be stated that under the Fourth Five-Year Plan of technical education it is proposed to include a scheme of upgrading certain selected engineering colleges to the level of Indian Institutes of Technology. The details are yet to be worked out.

PART II : **State Governments**

ANDHRA PRADESH

(i) There is no provision to establish any new university in the State in the Fourth Plan. Provision has been made to start 3 postgraduate centres which will be developed ultimately into universities.

(ii) & (iii) Nil.

(iv) The suggestion is welcomed.

(v) This will be considered by the universities.

(vi) Evening colleges are opened in this State whenever there is need for them.

(vii), (viii) & (ix) Nil.

GUJARAT

(i) Noted.

(ii) No remarks.

(iii) This is accepted. It will be for the University Grants Commission to take necessary action.

(iv) The action on this suggestion will have to be taken by the Government of India.

(v) This is being brought to the notice of all the universities in this State.

(vi) This recommendation is being brought to the notice of all universities for consideration. Regarding starting of evening colleges in the Government colleges, it is under consideration of this Government.

(vii) This is under consideration.

(viii) & (ix) Noted.

MYSORE

(i) Accepted. Extract has also been sent to the Karnatak University, Dharwar, the Mysore University, Mysore and the Bangalore University, Bangalore, for information and necessary action.

(ii) Nil.

(iii) An extract has been sent to the Karnatak University, Dharwar, and the Mysore University.

(iv), (v) & (vi) Mysore and the Bangalore Universities for information and necessary action.

(vii) Accepted. This is mainly for the Government of India to consider.

(viii) & (ix) This is necessary.

ORISSA

(i) There is no proposal for the starting of a separate university during the Fourth Plan period. Adequate provision, however, has been proposed for starting of postgraduate classes in different subjects in their existing postgraduate colleges and for the all-round development of the existing postgraduate colleges during the Fourth Plan period.

(ii) No action is called for by the State Government.

(iii) In this direction the Utkal University has formulated this scheme and necessary provisions to meet the share of the State Government is being proposed in the Fourth Plan.

(iv) There is no provision for the award of scholarship by the Utkal University to promising students who want to join the best institutions in the country. But scholarships are being provided by the State Government for such students.

(v) Previously there were postgraduate classes only in the Ravenshaw College and under the Utkal University. During the Third Plan period, postgraduate classes in different subjects were opened in two other colleges of the State. Provision is being proposed during the Fourth Plan period for expansion of these efforts proposed to be taken. It would not be possible to achieve the target of 30% students at the postgraduate level during the Fourth Plan period.

(vi) (a) & (b) There is no proposal for the introduction of correspondence courses or part-time courses.

(c) At present there are 4 evening colleges and there is a proposal for the sharing of 3 more such colleges during the Fourth Plan period.

(vii) This relates to the Industries Department and no action is proposed to be taken by the Education Department in this regard.

(viii) & (ix) The State Government has no comments to offer as these relate to Government of India.

PUNJAB

(i) There is no proposal to establish any new university during the Fourth Five-Year Plan in this State. Action for establishment of postgraduate centres is to be taken up by the universities. It is also proposed to strengthen the existing colleges by providing additional staff. One or two colleges may have to be started in backward areas.

(ii) Provision is being made for the enhanced grant to the three universities in the State to enable them to turn out more postgraduates. However, it will not be possible to raise the percentage to the desired extent due to financial limitations. Tentatively it is proposed to open evening classes in a few colleges during the Fourth Five-Year Plan.

UTTAR PRADESH

(i) It is agreed that the general policy should be to strengthen the existing universities and colleges rather than to establish new ones. It has, however, become essential to split the Agra University, which has grown very unwieldy with about 135 affiliated colleges and over 70,000 students, into three universities at Agra, Meerut and Kanpur. The question of setting up post-graduate centres is under consideration of the State Government. New degree colleges would also need to be set up in the backward and unserved areas of the State.

(ii) No comments.

(iii) This is very essential. UP has unfortunately not been given a single such centre so far except for the Central University of Banaras.

(iv) It is very desirable. The appropriate agency for this would be the Central Government.

(v) Accepted. At present there is acute shortage of post-graduates in service. Efforts are being made to step up their production by increasing the intake of existing classes without sacrificing quality and by fresh affiliations.

(vi) Some morning/evening colleges are being run under the Universities of Lucknow and Agra. Correspondence courses have yet to be tried and it would be best to try a few on a pilot basis by the Central Government.

(vii) Concerns Government of India.

(viii) There is no objection to this, if the University Grants Commission are agreeable to make full contribution without affecting the State finances.

(ix) Specific proposals would be considered when received.

WEST BENGAL

(i) The State Government agrees in principle. In an area, however, where an affiliating university has reached an enrolment of a lakh or so, more than one teaching and affiliating university appears to be desirable.

(ii) No comments.

(iii) Noted.

(iv) The State Government agrees with the recommendations and subject to the availability of funds would be glad to implement the same.

(v) The recommendation has been noted and the State Government would prepare plans to reach the target recommended.

(vi) The State Government has already accepted part-time courses in technical subjects. They have also accepted the policy of setting up evening colleges in commerce and arts subjects, for those who are working during the day. The State Government has recommended some of the universities in the State to adopt 'correspondence courses' as an experimental measure in collaboration with the University Grants Commission.

(vii) It is for the Government of India to move in the matter.

(viii) The State Government expresses the hope that a more satisfactory system to replace 'matching grant' should be adopted in the Fourth Plan period.

(ix) The comments of the University Grants Commission are not yet known to State Government.

PONDICHERRY

(i) Does not arise in the Fourth Plan.

(ii) & (iii) Nil.

(iv) Award of scholarships to deserving students of this State to prosecute their university education is an important beneficial item implemented in Third Plan and the same is also to be continued in the Fourth Plan.

It is proposed in the Fourth Plan to develop the existing only arts college of this Territory (Tagore Arts College) by introducing some more additional degree courses in science and commerce. Besides, it is also contemplated to open an arts college at Karikal Region in the Fourth Plan.

(v) Nil.

(vi) (a) & (b) Does not arise.

(c) Proposals are included in the Fourth Plan for the starting of an evening college in the Tagore Arts College.

(vii) Nil.

(viii) Does not arise.

(ix) Nil.

TRIPURA

(i) Tripura having no university now, it is proposed to start postgraduate classes in economics, history and mathematics in July '65 and develop this nucleus into a teaching and affiliating university gradually.

(ii) Does not relate to this Territory.

(iii) Does not relate to this Territory.

(iv) Necessary measures will be taken during the Fourth Plan.

(v) & (vi) Postgraduate classes are proposed to be established in Tripura from the current financial year. Action on the recommendations will be taken in due course.

(vii), (viii) & (ix) Does not arise in the case of this Territory.

RECOMMENDATIONS
ON
4. SOCIAL EDUCATION

(i) Vigorous efforts to be made in the last years of the Third Plan to increase the tempo of literacy work and to start advance action for the Fourth Plan.

(ii) The Fourth Plan should aim at a country-wide drive for liquidation of illiteracy. The minimum target should be to liquidate 25% of the total illiterate population in the age-group 14-45.

(iii) The programmes of social education should be administered in an integrated manner by the Education Ministry/Department at the Central and the State levels respectively. All finances for literacy and adult education work should be provided in the budgets of the educational plans.

(iv) Literacy campaigns should aim at a higher standard of attainment and there should be adequate follow-up and supporting services like libraries.

(v) State Governments should make adequate provision for adult education in their annual budgets.

(vi) The Central assistance for the purpose of increasing the tempo of literacy work and social education should be earmarked.

ACTION TAKEN

PART I : Union Government

(i) It is proposed to start 15 pilot projects, one in each State during 1965-66 with an allocation of Rs. 75,000 for each such project.

(ii) The Working Group of the Planning Commission on General Education has recommended that 50 million illiterate persons should be made literate during the Fourth Five-Year Plan. An amount of Rs. 100 crore has been proposed for this purpose. If funds to this extent are available it is expected that 25% of the illiterate population between 14-45 age-group will be made literate.

(iii) The Working Group on General Education has recommended that all financial provision for social education in the Fourth Plan should be made in the education sector of Ministry of Education and the Departments of Education of State Governments and Union Territories. The decision of the Planning Commission is awaited. The suggestions were kept in view while formulating proposals under the scheme of social education for Fourth Plan. The standard of attainment aimed at is functional literacy. Suggestions to this effect have been made in the proposal of the Working Group.

PART II : State Governments

ANDHRA PRADESH

(i) to (iv) The magnitude of the problems of liquidating illiteracy involves massive programmes of social education which should be taken up on a campaign basis. Unless substantial funds are made available by the Centre for this purpose, much progress cannot be achieved. A provisional allocation of Rs. 75,000 has been made for a pilot project for adult literacy as advance action scheme during 1965-66. On receipt of confirmation regarding the allotment, the scheme will be implemented.

GUJARAT

(i) & (ii) Consistent with the funds available, all possible efforts are being made by the State Government to implement the programme. During the Fourth Plan, more vigorous steps will be taken in this direction.

(iii) The State Government agrees that the entire work of social education should be done through the Education Department with the cooperation of all other departments.

(iv) Accepted.

(v) While we agree in principle with this recommendation, over-riding priorities in other sectors of education make this difficult. It is feared that the position in regard to resources in reference to the priorities is not likely to improve even in the Fourth Plan. Assistance on a Centrally sponsored basis appears necessary for this programme.

(vi) The State Government agrees to this.

MYSORE

(i) Pilot project will be launched in 1965.

(ii) This target has been kept for Fourth Plan.

(iii) This will be done from 1965-66.

(iv) Agreed.

(v) This will be done from 1965-66.

(vi) Yes.

ORISSA

(i) As a measure of advance action for the Fourth Plan more provision has been proposed for the year 1965-66. Steps are proposed to be taken in selected blocks to drive out illiteracy during 1965-66.

(ii) Increased provision is being proposed during the Fourth Plan for the removal of illiteracy.

(iii) No comments to offer on this.

(iv) To encourage library service in villages, adequate provision has been made for payment of grant to these libraries. In addition to this, there is proposal for the establishment of block and district libraries during the Fourth Plan period.

(v) Adequate provisions are being made in the annual budgets for adult education.

(vi) Government of India is to take steps for implementation.

PUNJAB

Subject to the availability of funds, the programme of social education will be expanded and strengthened during the Fourth Five-Year Plan.

UTTAR PRADESH

(i) It is proposed to organise a couple of pilot projects in 1965-66 by way of advance action, provided funds are made available on 100% basis by the Central Government.

(ii) Within the tentative limited Fourth Plan outlay of Rs. 100 crores, it is not possible to allocate more than half a crore for social education and adult literacy programme whereas the minimum amount required for making 40 lakh adults literate (according to the Central Working Group's target for UP) would be Rs. 4 crore. This will have to come on 100% basis over and above the State's Plan ceiling. It may be added that this State, being the most backward in respect of elementary education, will have to allocate the major portion of its Fourth Plan outlay, to the extent of 63% for expansion of elementary education.

(iii) At present, the main programme of social education in this State is administered by the Community Development Deptt. The question of its administration by Education Department is, however, under consideration of the State Government.

(iv) Accepted.

(v) See comments under item (ii) above.

(vi) No objection.

WEST BENGAL

(i) The main handicap in the way of social education was a drastic reduction of provision in the Third Plan period. No additional provision has been made for social education in the last year of the Third Plan or no comprehensive programme of literacy or post-literacy work has been undertaken.

(ii) The recommendation has been noted in connection with the Fourth Five-Year Plan, and subject to the availability of funds, provision will be made in the Plan.

(iii) No comments.

(iv) The recommendation is agreed to.

(v) It is hoped that necessary allocation of funds will be made in the Plan.

(vi) Noted.

PONDICHERRY

(i) and (ii) In as much as the responsibility of the propagation of adult literacy is not vested in the Education Department, at present, this department is concerned with the problem only to a limited extent. However in view of the fact that social education is to be placed under the Education Department's purview in the Fourth Plan, a massive programme for starting about 100 adult literacy centres is contemplated in the Fourth Plan, with the necessary auxiliary schemes for the training of teachers, publication of books for neo-literates etc.

(iii) It is contemplated to implement this decision during the Fourth Plan period.

(iv) Accepted. Besides the proposal for providing reading materials for the adult scholars and neo-literates, it is proposed in the Fourth Plan to open 5 branch libraries in addition to the existing 6 branch libraries in the State to cater to the needs of adult learners. Further, it is also proposed to provide two mobile library units each attached to the Public Libraries at Pondicherry and Karikal.

(v) Accepted. This will be implemented during Fourth Plan period.

(vi) Noted.

TRIPURA

(i) A programme has been drawn up for the starting of a pilot project for adult literacy.

(ii) Scheme for the purpose has been proposed in the Fourth Plan.

(iii) In Tripura the entire responsibility of social education rests with the Education Department of this Government.

All finances for literacy and adult education work are being provided in the light of the Education Ministry's plans.

(iv) 108 rural libraries and 500 rural reading centres for neo-literates and new readers have already been started. Literature for neo-literates has been/is being published.

(v) This is being done.

(vi) Does not relate to this Territory.

RECOMMENDATIONS

on

5. EMOLUMENTS, TRAINING AND SERVICE CONDITIONS OF TEACHERS

(i) The headmasters of middle schools should be trained graduates. In the bigger primary schools also it would be desirable to appoint as large a proportion of trained graduates as possible.

(ii) In the Fourth Plan the minimum qualification for recruitment of elementary teachers should be matriculation and the exceptions to this rule should be very limited. In particular, no non-matriculate teachers should be allowed to teach in middle schools.

(iii) The non-availability of teachers for certain subjects, such as English, science and mathematics is acute specially in the case of post-graduate teachers for higher secondary classes. To attract qualified persons higher initial salaries should be paid to teachers of the categories which are in short supply.

(iv) A programme for the expansion of training facilities for school teachers should be drawn up and implemented. A system of correspondence courses should also be started with a view to clearing the backlog of untrained teachers and also to providing opportunities for further education.

(v) It is desirable to do away with the disparity between the emoluments and service conditions of teachers serving under different managements such as Government, local bodies and private organisations.

(vi) Other facilities to be provided to teachers should include the following :

(a) Free education for their children.

(b) Triple benefit scheme (e.g. pension, provident fund and insurance).

(c) Quarters for teachers—specially in rural areas and for women teachers.

ACTION TAKEN

PART I : Union Government

The responsibility of implementing these recommendations essentially rests with the State Governments concerned. In the Union Territories of Delhi, Himachal Pradesh, Manipur and Tripura, the teachers in schools under aided private managements

enjoy the same benefits of pay scales and allowances as are admissible to the teachers in Government schools. The position regarding other Territories is being examined.

The Government of India have since decided to introduce with effect from 1st April, 1965, the Scheme of Provident Fund-Pension-Insurance for teachers of Government aided schools in the Union Territories.

PART II : **State Governments**

ANDHRA PRADESH

(i) Trained graduates are appointed as headmasters of middle schools.

(ii) This is accepted in principle.

(iii) This is under consideration.

(iv) This will be taken up.

(v) This is already done in the State.

(vi) (a) Free education up to 8th class is already provided for the children of teachers. There is free education up to 12th class for girls. There is a proposal to extend free education to boys also up to 12th class.

(b) Already provided. The insurance scheme has not yet been implemented actually and the matter is under examination with the Government.

(c) A few quarters for women teachers in rural areas were constructed under special scheme for the expansion of girls education.

GUJARAT

(i) With a view to implement the suggestion, a scheme for the establishment of central school in groups of primary schools has been included in the Fourth Five-Year Plan of the State, which aims at covering 10% of schools.

(ii) In this State recruitment of matriculates as teachers for primary schools, as far as possible, is accepted. In middle schools the minimum qualification for recruitment is matriculation.

(iii) Provision is made for higher initial salaries in case of teachers with higher qualifications and training who are in short supply.

(iv) The first part of suggestion is implemented. The second part is not acceptable because the type of training that is imparted in training colleges include the teaching of crafts, community living etc. Views of the State Government have already been communicated to the Government of India in this regard vide F & L. D. No. PRE 1564/2283-K, dated 20-1-1965.

(v) This already stands implemented in this State.

(vi) (a) Education is free in primary schools to all children but the children of primary school mistresses whose income does not exceed Rs. 100 get free education in secondary schools.

There are no special concessions for the children of secondary school teachers, but in private secondary schools the children of teachers studying in their schools get full freeships.

(b) The pension schemes have been made applicable to the primary school teachers serving in the district education committees and municipal school boards and district school boards.

There is no provision of provident funds and insurance at present.

Teachers in government schools get all benefits like other government employees. Teachers in non-government secondary schools get the benefit of contributory provident fund only. There is no provision of insurance but the teachers are allowed to pay their premiums from their provident funds.

(c) It is not possible to implement this suggestion fully for want of adequate funds.

MYSORE

(i) This is accepted and partly implemented.

(ii) The State has already accepted that S.S.L.C. matric should be the minimum qualification for appointment as primary school teachers. The non-S.S.L.C. are put in charge of lower classes.

(iii) Accepted.

(iv) All these are being done from 1965-66 as advance action.

(v) This is very necessary.

(vi) (a) Must be done. (b) Already introduced in the State. (c) It is being implemented in a phased manner.

ORISSA

(i) According to Orissa Education Code, trained graduates are appointed as headmasters of Government M. E. schools and trained intermediates in aided M. E. schools of this State. Due to non-availability of sufficient number of trained graduates for high schools, it will not be immediately possible to appoint trained graduates in primary schools.

(ii) It is proposed to appoint matriculates as teachers of primary schools during the Fourth Plan period. The only exception to this is proposed to be made in the case of lady teachers. In order that the existing non-primary schools may get opportunities to appear for the matriculation examination, it is proposed to open part-time courses at certain selected high schools in which provision for imparting training to the teachers may be available. As regards appointment of non-matriculates for middle schools, steps are being taken in this regard not to make any such appointment during the Fourth Plan period.

(iii) In view of the higher secondary schemes having been given up, this does not apply to this State.

(iv) With a view to clearing backlog of untrained teachers, adequate steps are proposed to be taken in increasing the seats in the existing training institutions and by the opening of new secondary training schools during the Fourth Plan period. As regards the correspondence courses, it is proposed to introduce this scheme at the primary stage. This course will be run by the State Institute of Education.

But in the case of untrained teachers at the middle school and secondary stage it is felt that this scheme cannot possibly be implemented in this State.

(v) The scale of pay of all categories was revised during the Third Plan period and there is only token difference in the scales of pay of government and non-government teachers of this State. In view of the fact that the teachers of non-government schools have certain advantages over the teachers of government schools, it is desirable that this token difference should continue.

(vi) (a) The matter is under examination of the State Government.

(b) This has been accepted by the State Government.

(c) The scheme is in force during the Third Plan period and adequate provision has been proposed for expansion of the scheme during the Fourth Plan period.

PUNJAB

(i) Headmasters of middle schools are already trained graduates subject to the availability of funds, it is proposed to include a scheme during the Fourth Five-Year Plan to put in trained graduate in some big primary schools.

(ii) The minimum qualifications for elementary teachers in Punjab State are already matric, J.B.T.

(iii) It is proposed to increase the output of science and mathematics teachers for secondary schools in collaboration with the Kurukshetra University by increasing the number of seats in the comprehensive course running at the College of Education, Kurukshetra.

(iv) It is not possible to do anything regarding disparity between the emoluments and service conditions of teachers serving under different managements, i.e. government and private organisation, unless liberal Central assistance is forthcoming.

(v) There is a scheme in the Third Five-Year Plan for the construction of residential quarters for women teachers and six hostels have since been constructed. It is proposed to construct more hostels for women teachers during the Fourth Five-Year Plan.

(vi) It is proposed to grant fee concessions to the children of teachers with a basic salary up to Rs. 250.

(vii) Teachers of local body schools taken over by the State with effect from 1-10-57 have been given pensionary/CPF benefits according to their age on the said date. There is no proposal to apply triple benefit scheme to them. As regards the teachers of private schools, in view of the national emergency and financial stringency, the State Government could not make this scheme applicable to private school employees.

UTTAR PRADESH

(ii) Some middle schools under private management only have trained graduate headmasters. Very few primary schools and they too in the urban areas, have a few trained graduate teachers, who have, for personal reasons, chosen to work there. In zila parishad middle schools under the present rules, head masters are appointed by promotion without graduation requirement. If graduates are made headmasters of these schools, the promotion of senior teachers will be stopped. This would cause much hardship to them. We might, therefore, consider adopting the policy of reserving some percentage of posts of headmasters for trained graduates.

(ii) In this State, high school pass candidates are preferred for admission to training institutions for junior basic schools. Most of the candidates (except in case of women) now joining the training institutions are high school passed. The minimum qualification, however, has not been raised. Also there would be difficulty in raising this minimum in the case of women teachers. If the minimum qualification for appointment be raised, the question of upgrading the salaries will arise. This fact has to be considered in taking any decision on the point.

In the middle schools, the minimum qualification of teachers is high school, which is in line with above recommendation.

(iii) This State has already started giving advance increments to science teachers of higher secondary schools who fulfil the required conditions.

(iv) A programme of expansion of training facilities of teachers within the limited resources available is being included in the Fourth Plan. A scheme of correspondence course is under consideration.

(v) So far it has not been possible to bring the emoluments and service conditions of government and non-government teachers at par. But the State has continuously been taking steps to improve the emoluments and service conditions of teachers of non-government schools. In 1947, the mandatory pay scales for teachers of non-Government higher secondary schools were laid down. In 1959, they were raised and brought nearer to pay scales of teachers in government higher secondary schools. All teachers of aided higher secondary schools are paid dearness allowance @ Rs. 20 p.m. In 1964-65, the triple benefit scheme has also been introduced for all the teachers, and increase has been made in the dearness allowance of primary school teachers. The triple benefit scheme provides for benefits of provident fund, insurance and pension including family pension.

(vi) (a) Teachers' wards receive freeship in the schools in which the teacher serves, provided the teacher's pay is up to Rs. 200 p.m.

(b) The triple benefit scheme has already been introduced for all teachers from the primary to degree stages from October, 1964.

(c) Quarters for women teachers in junior and senior basic schools in the rural areas are being constructed during the Third Plan. The scheme is expected to continue in Fourth Plan also.

WEST BENGAL

(i) The State Government agrees with the recommendation and subject to the availability of funds in the Plan it would implement the scheme.

It is to be noted, that the State Government has done their utmost to improve the conditions of service of teachers since 1948.

(ii) The principles have already been in operation in this State from the beginning of the Second Plan period.

(iii) The principle is already in operation. In the Third Five-Year Plan the State has tried to provide larger number of science, mathematics and English courses in their affiliated colleges with a view to producing a large number of science graduates—pass and honours. The situation has since considerably improved.

If graduates with good academic qualifications are to be attracted to the education service, the salary scales of teachers and other amenities will have to be improved still more.

(iv) A programme of expansion of training facilities has since been drawn up.

(v) The emoluments and service conditions of teachers serving in government and non-government colleges could be made uniform only if the conditions of recruitment and of service as indicated below are also made uniform :

(a) Minimum qualifications; and recruitment through Public Service Commission ;

(b) Age of entry;

(c) Age of retirement;

(d) Conduct of discipline of service.

(vi) (a) Free education for children is also provided in this State.

(b) Contributory provident fund and gratuities are provided in non-government schools. The private managements are also encouraged to introduce a scheme of insurance.

(c) The State Government has been trying its best to provide teachers' quarters in rural areas, specially for women. Wherever it has not been possible to find quarters for lack of building materials, a special rural allowance of Rs. 15 to Rs. 25 has been given.

PONDICHERRY

(i) The suggestion is acceptable. A token provision is made in the Fourth Plan for the appointment of trained graduates as headmasters of middle schools in the State, as the implementation of this scheme mainly depends upon the availability of trained graduates for appointment.

(ii) Even now, only trained matriculates or equivalents are employed as teachers both in primary and middle schools. Only in stray cases untrained matriculates are appointed as a temporary measure.

(iii) In the Fourth Plan as a measure to give incentive to teachers in secondary schools to enrich their qualifications (educational and professional) and to attract persons better qualified than the minimum prescribed (M.A., M.Sc., and M. Ed.) etc., a scheme to allow a special pay is included.

(iv) Does not arise, as facilities are not available at present.

(v) Uniform scale of pay is in vogue as the majority of the schools are under the government management. The extension of these benefits to the teachers of the management schools is under active consideration of the government.

(vi) (a) It is being implemented.

(b) It is under active consideration of the Government.

(c) It is being implemented in the Third Plan and is to be continued in the Fourth Plan.

TRIPURA

(i) This is being done as far as possible.

(ii) This is in practice here.

(iii) Proposal is being initiated.

(iv) Scheme for the purpose has been proposed in the draft Fourth Five-Year Plan. There is no State Institute of Education in Tripura.

(v) No such disparity exists in Tripura.

(vi) (a) Already provided in this Territory.

(b) In the case of government teachers, facilities of pension and non-contributory provident fund have been provided. This Government appreciates the scheme of triple benefit for teachers and likes to implement the suggestion of the Director of Projects

SITU, Council of Educational Research, Madras for the setting up of a separate provident fund administration unit to handle the provident fund deposits of all teachers in non-government schools.

(c) Some quarters have been construsted. It is proposed to construct more quarters during the Fourth Plan.

RECOMMENDATIONS

ON

6. TEXTBOOKS

(i) For raising the standard of education, it is essential to improve the quality of textbooks. Adequate steps in this direction should be taken during the Fourth Plan.

(ii) The National Council for Educational Research and Training has undertaken the production of textbooks for schools. As and when these are ready, they will be made available to the States for use in their schools with necessary adaptation/translation.

(iii) Advantage should also be taken by the States of the scheme under which low-priced college textbooks, especially in scientific and technical subjects, are being published in India in collaboration with foreign authorities.

ACTION TAKEN

PART I: Union Government

Noted for availing of the facilities at the appropriate time.

PART II: State Governments

ANDHRA PRADESH

(i) This will be considered.

(ii) .....

(iii) .....

GUJARAT

(i) Accepted.

(ii) Noted.

(iii) No remarks.

MYSORE

(i) This is being done.

(ii) This will be accepted.

(iii) Yes.

ORISSA

(i) During the Third Plan period the State Government has undertaken the scheme of nationalisation of textbooks in primary schools. In the Fourth Plan, it is proposed to nationalise the textbooks as M.E. stage.

(ii) The State Government has nothing to do at present in this regard. This proposal will be considered when books are made available by National Council for Educational Research and Training.

(iii) No action has been proposed to be taken by State Government at present.

PUNJAB

These suggestions are under examination.

UTTAR PRADESH

(i) The textbooks of class I to V are nationalized and have been prepared by teams of educationists carefully chosen for their experience, understanding of psychology and interest of children, familiarity with children's books and ability to write.

The textbooks for classes VI to VIII are of two categories: (a) government publications, and (b) government controlled publications. Two series of books—one for Hindi supplementary reading and other on agriculture, each consisting of three parts are government publications and were written by persons chosen by the Government.

The government-controlled textbooks were selected from amongst those submitted by publishers/authors in accordance with the criteria laid down and notification issued by the department. Strict vigilance is kept over the printing and contents of these books as well to ensure their good printing and to keep them up-to-date.

Textbooks of classes IX to XII are prescribed by the Board of High School and Intermediate Education. For this purpose the Board invites books and makes careful selection after review.

(ii) This will be considered when the books are received from the National Council of Educational Research and Training.

(iii) No comments needed.

WEST BENGAL

(i) Accepted; and action will be taken.

(ii) Noted.

(iii) The State Government is already availing itself of the facilities under this scheme.

PONDICHERRY

(i) The textbooks prescribed in the neighbouring States are followed in this Territory. A scheme of free distribution of books and slates is being implemented in the Third Plan and is to be continued in the Fourth Plan also for the benefit for about 80% of the school-age population.

(ii) & (iii) Noted for future action.

TRIPURA

(i) From last year we have prepared improved quality of textbooks at the primary stage. At the secondary stage we follow the syllabus and textbooks prescribed in West Bengal.

(ii) & (iii) Important textbooks at the national level, where produced, may be adopted in regional language.

RECOMMENDATIONS

ON

7. EDUCATION FINANCE

(i) For a proper development of education it is essential to provide for very larger funds than at present. The Centre and many of the States have not yet implemented the Kher Committee recommendations that at least 10% of the Central and 20% of the State budgets should be spent on education. This minimum target should be achieved wherever it has not been reached.

(ii) The Centrally sponsored sector should be expanded considerably and schemes of qualitative improvement and those having a "seed value" or multiplying effect should be included in this sector.

(iii) The system of giving Central assistance to State Governments in the form of block grants, as in the third Plan, should be replaced by a system of grants which would be earmarked for specific schemes.

(iv) It is necessary to meet the capital expenditure for educational buildings on an austerity basis. For this purpose, the possibility of setting up an educational development finance corporation and other suitable measures like floating of loans should be explored.

ACTION TAKEN

PART I: **Union Government**

The Centre will keep the recommendations in mind while formulating and finalising the Fourth Plan in so far as the Centrally sponsored schemes and the Centrally assisted schemes are concerned.

PART II: **State Governments**

ANDHRA PRADESH

(i) This is already being done in the State.

(ii) .....

(iii) .....

(iv) This will be examined.

GUJARAT

(i) The State Government is already spending about 20% of the total budget on education.

(ii) This recommendation pertains to Central Government and the State Government feels that it should receive due attention of the Central Government.

(iii) No remarks.

(iv) The question of establishing a finance corporation at the State level has been examined carefully and not found feasible.

MYSORE

(i) The target has almost been reached.

(ii) This is being done.

(iii) Quite necessary.

(iv) The Government is considering this proposal.

ORISSA

(i) Out of the Third Plan outlay of Rs. 227 crores for the State, about Rs. 15.22 crore were set apart for education. This comes to 6.6% of the total outlay fixed for the State. Out of

the total outlay of Rs. 460 crores, for the Fourth Plan for the State as a whole, Rs. 31 crore have been allotted for general education. This would come to 7% of the total outlay.

(ii) This relates to the Government of India.

(iii) The action proposed is required to be taken by the Government of India.

(iv) Funds are being provided on the basis of the estimates prepared by the State Works Department.

PUNJAB

Suggestions made are under consideration.

UTTAR PRADESH

(i) In 1965-66, the Education budget of the State (which includes technical education also) would be about 16.5% of the total budget, whereas in 1964-65 it was 14.5%. Thus, the State has been making efforts to increase its expenditure on education. But, considering the low per-capita income and the industrial backwardness of the State, substantial Central assistance is absolutely essential for over-coming the backwardness of the State specially in elementary education.

(ii) The State would welcome the proposal that the Centre should sponsor and finance schemes of qualitative improvement.

(iii) The proposal needs to be spelt out in detail before any opinion is expressed.

(iv) The main factors which are hindering the progress of the construction of educational buildings, particularly those for primary schools, are paucity of building material and lack of people's contribution.

WEST BENGAL

(i) No comments.

(ii) If the pattern of Plan assistance in the Plan is changed and made more satisfactory from the State point of view, it may not be necessary to extend to any appreciable degree the schemes in the Centrally sponsored sector.

(iii) No comments.

(iv) The State Government feels that this recommendation may not be practicable. The cost of building material is rapidly rising year to year. Though every economy should be observed in setting up educational building, they should, however, be

adequate to meet the modern requirements of a national service. In the name of austerity the educational buildings should not be mutilated, and made cheap, making them more expensive in the long run.

It is doubtful whether any special advantage will be obtained by setting up an educational development finance corporation, as in any case educational finance will have to come either from public revenue or from public.

PONDICHERRY

(i) .....

(ii) .....

(iii) .....

(iv) Does not arise as more than 80% of the schools are in public sector.

TRIPURA

(i) to (iii) .....

(iv) Setting up of an educational development finance corporation will not be feasible in this Territory.

RECOMMENDATIONS

ON

8. PHYSICAL EDUCATION

There is need to organise efficiency programmes of physical exercises, sports and games for every student. For this purpose, integrated programmes of physical education and games and sports should be prepared and given effect to. In order that this may be done successfully, physical training instructors should be trained to work as coaches for games and sports.

ACTION TAKEN

PART I : **Union Government**

As recommended, a national programme of physical education is being launched from the 1965-66 academic session and details of this programme are being worked out. As regards training of physical education teachers as coaches, necessary action is being taken by the National Institute of Sports, Patiala.

Part II : **State Governments**

ANDHRA PRADESH

The new national fitness corps will be implemented in the schools in the State. Reorientation training will be given to the existing physical training instructors, A.C.C. teachers and N.D.S. instructors in the new programme.

GUJARAT

The Government of India is requested to initiate a uniform programme and provide financial assistance for the same.

MYSORE

There is a great need to organise physical exercises, games and sports efficiently for every student, as games and sports are very much liked by the students. The teachers who are required to impart such education must be well up in all these activities. For them training courses are quite essential.

Hitherto there were short-term orientation courses for primary school eachers in physical education for about a month conducted by the Education Department. But now they are not being conducted due to financial stringency. For the middle schools and high/higher secondary schools, the National Discipline Scheme Directorate, New Delhi, is conducting reorientation training courses for the in-service trained physical education teachers (i.e. for C.P. Eds. and D.P. Ed.) for 3 months; and for also in-service untrained physical education teachers for 4 months. Several teachers have already been trained and many more are yet to undergo training.

In view of the new set-up of the National Fitness Corps programme, i.e. integrated programme of A.C.C., N.D.S. and physical education to commence in schools and training institution from the next academic year, our students will be more benefited.

It is hoped that under the new scheme, our physical education teachers will be well-equipped with better training and proper training facilities in schools. The programme will receive due attention and the students will get proper guidance and better coaching in games and sports.

ORISSA

Physical training instructor is being provided in every school. There is a physical training college to train the P.T.I.s. This is proposed to be expanded during the Fourth Plan period.

PUNJAB

The Sports Department, Punjab, is running coaching camps for P.T.Is/D.P.E.'s/games teachers where intensive coaching for games and sports is being imparted.

Most of the recommendations pertain to the Fourth Five-Year Plan. These will be kept in view while finanlising this Plan. However, each scheme will have to take its place in the queue of priorities and provision in respect of it will be made according to the availability of the financial resources, particularly the extent to which Central assistance will be available.

UTTAR PRADESH

There are two government training institutions for physical training, besides two private colleges. Stress is laid on providing trained teachers in schools and on proper organisation of physical education, games and sports. The physical education teachers also coach students in games and sports. They are, however, not trained coaches. Efforts are being made to train them in coaching in collaboration with the U.P. Council of Sports.

WEST BENGAL

No Comments.

PONDICHERRY

This is being implemented in the Third Plan and is to be continued in the Fourth Plan period also.

TRIPURA

Integrated syllabus prepared by the Ministry of Education, Government of India, is being implemented in Tripura. Physical education is being made compulsory for the school students. The physical education teachers are being given short courses of training in different games and sports so as to enable them to work as coaches for these subjects.

MEMORANDUM

ON

ITEM NO. II (I) : ADVANCE ACTION PROGRAMMES FOR THE FOURTH PLAN

(Note by Ministry of Education)

The mid-Plan appraisal of the Third Plan revealed that certain sectors needed immediate strengthening and some of the programmes like teacher-training etc. needed particular emphasis in relation to the Fourth Plan. Experience has also shown that unless adequate advance action is taken at the end of a Plan, the tempo of development in the opening year of the next Plan is sagged. Accordingly, timely measures were initiated by the Ministry during 1964-65 to formulate proposals for advance action for the Fourth Plan. After detailed examinations of these proposals and consultations on them with the Planning Commission and the Ministry of Finance, certain allocations were determined.

Appendix I indicates the amounts allocated to the State Governments for advance action programmes to be undertaken during 1965-66 in the fields of teacher training, girls' education, training of librarians, strengthening of educational administration, pilot projects for adult literacy and educational survey. It will be noticed that a sum of Rs. 2.32 crore has been allocated to all the State Governments taken together.

Appendix II similarly indicates the amounts allocated to the Union Territories for schemes similar to those in the States.

In addition to the above, a sum of Rs. 1.02 crore has been allocated to the Central Ministry of Education for schemes to be initiated by them. The distribution of these amounts is indicated in Appendix III.

A sum of Rs. 13 lakh has also been allocated to the various State Governments for advance action programmes in the field of technical education. A suitable allocation for technical education activities to be initiated in the Central sector is under finalization.

The State Governments were informed by the Planning Commission on March 25, 1965 of the above-mentioned allocations made to them for advance action programmes. It was also communicated that the State sector schemes under these programmes would be financed on the basis of 100 per cent Central assistance, except in the case of one State where the funds would be found out of the State's own resources.

It is hoped that the various State Governments and Union Administrations have already initiated necessary action and will be fully implementing the schemes during 1965-66.

APPENDIX I

AMOUNTS ALLOCATED TO THE STATE GOVERNMENTS FOR THE SCHEMES OF ADVANCE ACTION FOR 1965-66

(*Rs. in lakh*)

Sl. No.	State	General Education							Technical	Grand Total
		Teachers Training Programmes	Acceleration of Girls, Education	Training of Librarians	Strengthening of Educational Administration (Statistical Units)	Pilot Projects for Adult Literacy 1965-66	Educational Survey	Total	Schemes of Technical Education	
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	10·00	1·00	1·50	0·30	0·75	0·50	13·05	..	13·05
2	Assam	20·00	1·00	0·80	0·39	0·75	4·80	27·74	2·50	30·24
3	Bihar	7·00	3·50	0·50	0·61	0·75	0·50	12·86	6·20	19·06
4	Gujarat	5·00	1·00	0·50	0·34	0·75	0·44	8·03	..	8·03
5	Jammu & Kashmir	1·00	1·00	0·10	0·10	0·75	0·20	3·15	..	3·15
6	Kerala	3·00	..	..	0·03	0·75	0·16	3·94	..	3·94
7	Madhya Pradesh	25·00	3·00	0·35	0·45	0·75	0·50	30·06	..	30·05
8	Madras	..	..	..	0·29	0·75	..	1·04	..	1·04
9	Maharashtra	3·00	2·00	0·80	0·15	0·75	0·50	7·20	..	7·20
10	Mysore	7·00	1·00	..	0·13	0·75	0·20	9·08	0·10	9·18
11	Nagaland	1·00	..	..	..	..	..	1·00	..	1·00
12	Orissa	5·00	1·00	0·20	0·21	0·75	0·40	7·56	..	7·56
13	Punjab	..	1·00	0·50	..	0·75	0·25	2·50	1·00	3·50
14	Rajasthan	18·00	2·00	0·25	0·14	0·75	0·35	21·49	3·20	24·69
15	Uttar Pradesh	40·00	6·00	0·60	0·44	1·50	0·70	49·24	..	49·24
16	West Bengal	30·00	1·50	0·65	0·67	0·75	0·50	34·07	..	34·07
	TOTAL	175·00	25·00	5·75	4·25	12·00	10·00	232·00	13·00	245·00

APPENDIX II

AMOUNTS ALLOTTED TO THE UNION ADMINISTRATIONS FOR GENERAL EDUCATION SCHEMES OF ADVANCE ACTION FOR 1965-66

(Rs. in lakh

Administration	Teachers Training Programmes	Acceleration of Girls, Education	Training of Librarians	Strengthening of Educational Administration (Statistical Units)	Pilot Project for Adult Literacy	Educational Survey	Total
1 2	3	4	5	6	7	8	9
1 A. & N. Islands.	..	..	..	..	..	..	..
2 Dadra & Nagar Haveli.	..	..	..	0.02	..	..	0.02
3 Delhi .	..	..	..	0.18	0.20	0.10	0.48
4 Goa, Daman & Diu	..	0.10	..	0.13	0.10	0.03	0.36
5 Himachal Pradesh.	..	0.40	..	0.08	0.20	0.05	0.73
6 L. M. A. Islands.	..	..	..	..	..	..	..
7 Manipur .	1.00	0.25	..	0.13	0.20	0.05	1.63
8 N.E.F.A.	..	..	..	0.04	..	..	0.04
9 Pondicherry.	..	0.10	..	0.02	0.10	0.02	0.24
10 Tripura .	1.00	0.25	..	..	0.20	0.05	1.50
TOTAL .	2.00	1.10	—	0.60	1.00	0.30	5.00

APPENDIX III

OUTLAY ALLOCATED FOR THE SCHEMES OF GENERAL EDUCATION OF THE MINISTRY OF EDUCATION FOR ADVANCE ACTION DURING 1965-66

(Rs. in lakh)

(i) Correspondence courses for training of elementary teachers	30.00
(ii) Correspondence course for training of secondary school teachers	30.00
(iii) Expansion in the training facilities of regional colleges	18.00
(iv) Production of books and literature for libraries	7.00
(v) Correspondence courses at the secondary stage	12.00
(vi) Manufacture of scientific equipment	5.00
TOTAL	102.00

MEMORANDUM

ON

ITEM NO. II (II) : **STATE PLAN SCHEMES INCLUDED IN THE PRELIMINARY MEMORANDA OF THE FOURTH PLAN RECEIVED FROM THE STATE GOVERNMENTS**

(Note by Ministry of Education)

The main conclusions which emerged from the last Conference of Education Ministers held in April, 1964, are summarised below:

(i) In the case of the advanced States, universal education for the age-group of 6-11 years is to be provided by the end of the Fourth Plan. In respect of the less advanced States, the target proposed is to provide universal education for this age-group as early as possible in the Fifth Plan. It was further emphasized that greater stress should be laid on the expansion of the education of girls. It was also urged that vigorous steps should be taken to reduce the wastage.

(ii) As far as the middle stage of education is concerned, it was decided that a good middle school should be available within a radius of about 5 miles in all parts of the country.

(iii) A crash programme for improving the training of teachers should be undertaken so that by the end of the Fourth Plan the annual output of the trained teachers is roughly equal to the annual demand for teachers. The backlog of untrained teachers should be cleared by various measures including correspondence courses.

(iv) With regard to secondary education, it was decided that every State should review the existing position and draw up proposals for completing upgrading on an accepted pattern, by the end of the Fourth Plan as far as possible. It was also agreed that schools in all States should conform to a uniform school-leaving standard.

(v) As far as higher education is concerned, the general policy should be to strengthen the existing universities rather than to establish new ones. With a view to providing facilities of university education to the increasing number of students, measures like correspondence courses, part-time courses, evening colleges etc. should be adopted.

2. Taking the above recommendations into consideration as also the report of the Central Working Groups on the Fourth Five-Year Plan, guidelines for the formulation of the Fourth Plan were circulated to the State Governments. The guidelines have emerged not only from the work of the Central Working Group on General Education, Technical Education and Cultural Programmes, but also from the detailed discussions on the needs and purposes of a national system of education between the Ministry of Education and the Planning Commission. These could, of course, be modified in the light of local conditions in the case of individual States. These guidelines described the approach to the Fourth Plan, priorities to be given to various stages and aspects of education and also broad details of the programmes to be included in the Fourth Plan in the sectors of elementary, secondary, university, social, physical and technical education, scholarships, languages, research and training, cultural activities and educational administration.

3. Preliminary memoranda have since been received from most of the State Governments and these have been examined in the Education Ministry. The comments and suggestions of the Ministry have also been communicated to the State Governments concerned. The financial allocations proposed by the various State Governments in the preliminary memoranda are indicated in Appendix IV. Physical targets and detailed proposal have yet to be worked out in many cases. It will be noted from the Appendix that the break-up of the financial allocations have also to be determined still in several cases.

4. In addition to the comments and suggestions on the proposals of individual States, a general communications has also been sent by the Union Education Secretary to all the State Governments highlighting the main priorities to be incorporated in the State plans in the field of general education. These are as under:

Elementary Education

(i) For an early fulfilment of the constitutional directive, the expansion of facilities for the education of children in the age-groups 6-11 and 11-14 has to be speeded up considerably. In the more advanced States, universal primary education in the age-group 6-11 may be enforced by the end of the Fourth Plan and in the case of comparatively less advanced States by the end of the Fifth Plan. Facilities for the age-group 11-14 should be so expanded that at least 45-50% of children in this age-group are brought to schools. The revised targets for these age-groups

require provision of educational facilities for 190 lakh of children of the age-group 6-11 and 80 lakh in the age-group 11-14 in the whole country during the Fourth Plan. A tentative State-wise break-up of these targets is given in Annexure 'A'.

(ii) The present disparity between the enrolment of girls and boys should be removed as quickly as possible. Provision for mid-day meals, free supply of textbooks and school uniforms, particularly for poor children and in backward areas of the State. should be taken up.

(iii) Qualitative improvement in primary schools needs special attention and includes orientation of primary schools to the Basic pattern, improvement of their physical surroundings and provision of appropriate equipment to them.

(iv) The teaching of general science should be introduced in all schools from the elementary stage for which adequate equipment be provided. Besides, teachers should be given a short-term training in the teaching of this subject.

(v) The percentage of trained teachers should be raised to nearly 75% for which special measures like short-term courses and correspondence courses be adopted.

(vi) Efforts should also be made to bring the teacher-pupil ratio to 1:40 in primary classes and 1:30 in middle classes.

(vii) Effective measures need to be taken to eliminate wastage and stagnation specially in classes I and II through adjustment of school working hours to local needs and by providing incentives like mid-day meals etc.

Secondary Education

(i) The main emphasis at this stage will not be so much on the expansion of enrolment as on the improvement of quality which includes, among other things, the following:

(a) Provision of diversified courses of a terminal character;

(b) Conversion of high schools into higher secondary pattern where this system has already been introduced;

(c) Promotion of the teaching of science (both general and elective) by adequate improvement of science laboratories and training of science teachers through condensed courses.

(ii) The present employment situation warrants that a large majority of students at the secondary stage should be prepared for professional careers for which it is necessary that vocational, technical, agricultural courses etc. should be introduced at the secondary stage.

(iii) Teacher training facilities need to be considerably expanded and improved for secondary school teachers. Correspondence courses may be introduced to clear the backlog of untrained teachers.

University Education

(i) In order to secure the most effective utilisation of the limited financial resources no new university should, as a rule, be established during the Fourth Plan. Instead, university centres should be set up where facilities for academic work of university standards are made available by adequate provision of libraries, laboratories etc.

(ii) Admission to universities should be restricted to those who can really benefit by higher education. As far as possible additional arts and commerce courses should be provided through evening colleges and correspondence courses while day colleges should provide hons., science and post-graduate courses. Proportion of science students should be increased from 40% to 50% by the end of the Fourth Plan.

(iii) Affiliated colleges need to be considerably improved during the Fourth Plan since they cater to about 85% of the college population.

Social Education

A vast programme of adult education should be taken up in the Fourth Plan by active participation of the community. The Gram Shikshan Mohim of Maharashtra should serve as a guide for taking up pilot projects on these lines. Adequate provision be made for libraries and reading rooms to reduce relapse into illiteracy to the minimum.

Physical Education

Adequate provision should be made for the scheme of N.C.C. training in accordance with the directive of the Ministry of Defence. Besides, sufficient attention should be paid to the establishment of gymnasia and akharas, wherever necessary. Adequate opportunities should be provided to tap the talents in the field of sports and physical education.

Educational Administration

For the effective implementation of the Plan, a strong and efficient administration is necessary. Adequate provision should, therefore, be made for strengthening educational administration in regard to the collection of data, planning and development of education at all stages and at all levels.

5. Detailed programmes to be included in the Plans of the various States will be referred to under the subsequent items of the agenda. It may, however, be relevant to mention here that there should be uniformity in the form of presentation of our schemes in the various State Plans. It would be desirable from more than one point of view to present the State as well as the national Plans under a commonly accepted set of headings giving also the same type of information in terms of physical targets as well as financial provisions. These could be determined in detail through joint consultation between the Central and State officials, if the Conference would give support to this proposal.

APPENDIX IV

STATEMENT SHOWING THE OUTLAYS PROPOSED FOR THE FOURTH PLAN BY THE STATES IN THEIR PRELIMINARY MEMORANDUM

(Rs. in Crores)

Sl. No.	State	General Education					Cultural Programmes	Total General Education including Cultural Programmes	Technical Education	Grand Total
		Elementary	Secondary	University	Other Educational Programmes	Total				
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	24·20	18·60	5·80	2·90	51·50	1·15	52·65	10·00	62·65
2	Assam	18·20	9·32	8·06	1·91	37.49	0·24	37.73	10·07	47.80
3	Bihar	37·00	16·00	12·00	5·83	70·73	0·83	71·66	30·19	101·85
4	Gujarat	NA	NA	NA	NA	NA	NA	NA	NA	30·00
5	Jammu & Kashmir	NA	NA	NA	NA	NA	NA	91·17	1·79	10·96
6	Kerala	NA	NA	NA	NA	NA	NA	30·00	9·00	39·00
7	Madhya Pradesh	NA	NA	NA	NA	NA	NA	NA	NA	80·00
8	Madras	NA	NA	NA	NA	NA	NA	79·24	15·15	94·39
9	Maharashtra	NA	NA	NA	NA	81·20	0·97	82·17	27·18	109·35
10	Mysore	NA	NA	NA	NA	NA	NA	NA	NA	41·30
11	Orissa	15·45	9·59	3·73	2·98	31·75	1·25	33·00	6·20	39·20
12	Punjab	15·78	10·07	6·57	2·78	35·20	NA	35·20	23·00	58·20
13	Rajasthan	17·61	9·51	5·68	3·96	36·76	0·62	37·38	5·00	42·38
14	Uttar Pradesh	62·61	20·35	14·04	3·40	100·40	NA	100·40	35·10	135·50
15	West Bengal	NA	NA	NA	NA	NA	NA	NA	NA	78·10
16	Nagaland	NA	NA	NA	NA	NA	NA	8·85	0·76	9.61
										980.29

NOTE : 1 The Grand Total includes an outlay of Rs. 229.40 Crore which is not included in other columns as the break-up of outlays proposed by the States of Gujarat, Madhya Pradesh, Mysore and West Bengal is not available.
2 N. A. stands for 'not available.'

ANNEXURE 'A'

TENTATIVE TARGETS OF ADDITIONAL ENROLMENT PROPOSED DURING THE FOURTH PLAN

(Figures in lakh)

Sl. No.	State/Administration	Primary Stage Classes I-V (6-11)	Middle Stage Classes VI-VIII (11-14)	Secondary Stage Classes IX-XI (14-17)
1	2	3	4	5
1	Andhra Pradesh	11.00	4.50	3.00
2	Assam	6.09	2.30	1.65
3	Bihar	21.60	6.09	2.25
4	Gujarat	10.00	3.98	2.25
5	Jammu & Kashmir . . .	1.12	0.42	0.17
6	Kerala	3.50	6.90	3.00
7	Madhya Pradesh	17.82	3.87	2.25
8	Madras	7.00	9.00	1.50
9	Maharashtra	15.86	10.00	3.25
10	Mysore	7.79	3.51	1.50
11	Nagaland	0.06	0.04	0 03
12	Orissa	6.73	3 50	1.75
13	Punjab	9.24	3.02	1.49
14	Rajasthan	12.20	3 00	1.50
15	Uttar Pradesh	40.00	7.90	7.00
16	West Bengal	14.93	7.82	2.50
	TOTAL : (State) .	184.94	75.85	35.09
	TOTAL : (Union) Territories .	5.06	4.15	2.91
	GRAND TOTAL .	190.00	80.00	38.00

MEMORANDUM
ON

ITEM No. II (III) : FOURTH FIVE-YEAR PLAN—PROGRAMMES OF ELEMENTARY EDUCATION

(Note by Ministry of Education)

In the field of elementary education, the objectives of the development programme in the Fourth Plan are:

(i) Expansion of facilities for elementary education so as to fulfil as early as possible the Directive Principles of the Constitution in regard to the education of all boys and girls up to the age of 14. Special efforts will have to be made to enrol girls and children of tribals and of other economically and socially backward communities.

(ii) Elimination of wastage and stagnation will be achieved by improving the supply of better qualified and trained teachers, by making the school surroundings more attractive and by the provision of such inducements as mid-day meals, free textbooks, free uniforms etc.

(iii) Expansion and improvement of the facilities for teacher training in such a way that the supply of trained teachers is more or less equal to the demand during the Fourth Plan. Provision will also be made for the clearing of existing backlog of untrained teachers through correspondence courses.

(iv) Undertaking a phased and integrated programme of improving standards of teaching particularly in the middle schools, special emphasis will be given to the teaching of science and crafts that the future citizen may develop right attitudes to work, environments and the community.

(v) Sustained efforts will be made to create consciousness among the local community for not only keeping the children in schools but also assisting actively in the improvement of the school serving the community.

Expansion of Facilities for Elementary Education

(i) The targets for additional enrolment in the age-group 6-11 in the Third Plan for the whole country was about 153 lakh. This will be exceeded and it is expected that the additional

enrolment in this age-group is likely to rise to 160 lakh. Although this achievement may be considered satisfactory, there are certain disquieting features which cannot be overlooked. These are: (a) The rate of progress has not been uniform in all the States. It is feared that in a few States there is likely to be sizeable short-falls; (b) Even within the relatively advanced States, there are backward pockets where the enrolment has lagged behind considerably; (c) The short-fall in the enrolment of girls is likely to be of the order of about 16 lakh. The short-falls are particularly heavy in States like Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh; (d) While education is spreading fast in urban areas and in the bigger villages among advanced sections of the population, there are still large sections of the people living in slums, in hills and other inaccessible areas, which have not benefited from the schooling facilities provided so far.

(ii) At the State Education Ministers' Conference held in April 1964, the following decisions were taken in regard to enrolment targets for the Fourth Plan:

(a) In the case of the States of Andhra Pradesh, Assam, Gujarat, Maharashtra, Mysore, Punjab and West Bengal and most of the Union Territories, the target for the Fourth Plan would be to provide universal education for the age-group 6-11 years.

(b) In the case of States of Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh, the target date for providing universal education for the age-group 6-11 may be fixed as early as possible in the Fifth Plan. It is suggested that in the case of the relatively backward States, the target during the Fourth Plan should be to enrol 100 per cent boys and 60 per cent girls in the age-group 6-11. These targets have been recommended by the recent National Seminar on Compulsory Primary Education. A study of the draft plans prepared by the less advanced States reveals that even these modest targets may not be fulfilled particularly in respect of girls. It is clear that much greater effort will have to be made in these States during the Fourth Plan if the target of universal education in the age-group 6-11 is to be achieved latest by the end of the Fifth Plan.

In regard to the age-group 11-14, the national target is to enrol all the children up to the age of 14 by 1981. According to the present indications, the enrolment in this age-group is likely to reach 110.38 lakh at the end of the Third Plan. The target is to enrol 190.27 lakh by the end of the Fourth Plan. That a much bigger effort is envisaged during the Fourth Plan is evident from the fact that while the average additional enrolment during the Third Plan may work out of 9 lakh pupils per year, this will rise to about 16 lakh per year during the Fourth Plan.

(iii) The practice hitherto has been to work out target in respect of boys and girls for the State as a whole. In order to remove the disparities within the States themselves, it is suggested that district-wise targets may be laid down so that the progress of backward pockets may be watched more closely. Similarly separate targets should also be laid down for children of scheduled castes and scheduled tribes according to their population in particular areas.

(iv) There is no need to emphasize the fact that the enrolment or nearly 270 lakh additional pupils at the elementary stage will pose many difficult problems for educational administrators and planners in the States and Union Territories. This note attempts to indicate these problems in the paragraphs which follow. Here it may be necessary to refer only to one important aspect, namely, the location of new schools. In 1957, a detailed educational survey was carried out and following certain agreed criteria, the survey indicated where the new schools should come up. Since then a large number of new schools have been established and it is felt that the time is now ripe for the revision of the earlier survey. The National Council of Educational Research and Training is preparing a proper frame work for carrying out the survey. It is expected that the States will give their fullest cooperation in completing this work.

(v) Experience of the previous Plans has shown that for enrolment of girls and children of backward classes it is necessary to provide inducements in the shape of free mid-day meals, free textbooks and free uniforms. In the Fourth Plan the new children will come mostly from poor home and it will, therefore, be essential to provide these services on an expanded scale. In the case of girls several other measures have to be taken, namely, the appointment of school mothers, construction of quarters for women teachers, attendance scholarships, separate sanitary blocks etc. Special efforts have to be made to recruit more women teachers and teachers from scheduled tribes etc. Since in most cases these candidates would not be matriculates, it will be necessary to give them special assistance both during and/after their training so that they are fully equipped for their work.

Elimination of Wastage and Stagnation

All students of Indian educational system have drawn pointed attention to the colossal wastage and stagnation at the elementary stage. This wastage is particularly high in the transition of pupils from class I to II. No scientific studies have been made into the extent of wastage, but is generally believed that the incidence of wastage is higher among girls than among boys and higher among

children reading in the rural areas than among those attending schools in the urban areas. In some of the areas, the wastage is about 20%, while in the case of tribal areas it is feared that the wastage is as high as 70%. It is obvious that this wastage is a very serious drain on our limited resources. The recent 'National Seminar on Compulsory Primary Education' has recommended that pilot projects should be undertaken during the Fourth Plan in selected areas in all States which are known to have high incidence of wastage, with the object of reducing the wastage in those areas by at least 50% during the Fourth Plan. In these project areas, intensive surveys should be made to determine the causes of wastage and specified measures should be taken to remedy the situation. Among the measures suggested are: provision of school facilities within walking distance of the pupils and provision of suitable accommodation, congenial attractive school surroundings and minimum essential equipment and teaching aids. Teacher-pupil ratio should be liberalized and trained teachers should be appointed. Provision should also be made for effective supervision of schools. Arrangements for supply of free mid-day meals, free school uniforms and free textbooks should also be made. It is felt that the cost on these pilot projects will be fairly high, but it will be more than compensated if the wastage is successfully controlled. The experiment can be extended to other areas in subsequent Plans.

Expansion and Improvement of Teacher Training Facilities

(i) Of the 16.60 lakh teachers working in elementary schools by the end of the Third Plan, about 73% will be trained. With the large additional enrolment envisaged in the Fourth Plan, it is expected that about 6 lakh additional teachers will have to be in position by the end of the Fourth Plan. The approach to this problem wil be in two directions: (a) providing about 53,000 additional training places in existing and new training institutons; and (b) clearing the existing backlog of about 4 lakh untrained teachers now working in schools.

(ii) In regard to supply of trained teachers for elementary schools, it may be stated that the position differs considerably from State to State. While in some States like Madras, Kerala, Punjab and Delhi, the percentage of trained teachers is quite high, the postion is very unsatisfactory in respect of States like Assam, Orissa and West Bengal. Also while it is necessary to spread training facilities in all areas in order to facilitate the admission of local trainees, it is generally agreed that small training units are uneconomical and inefficient. Therefore, wherever possible, the capacity of the existing training institutions

should be raised to about 200. The Central Government has provided some funds for this purpose already under the advance action programme during the current financial year. Further expansion will have to be undertaken from the allocation made for teacher-training during the Fourth Plan.

(iii) The backlog of untrained teachers will have to be cleared mainly through correspondence courses. As a part of the advance action programme, it is proposed to assist the States of Assam, Mysore, Uttar Pradesh and Rajasthan to set up departments of correspondence courses in the State Institute of Education. When some expedience has been gained, the scheme will be extended to other States which have a large backlog of untrained teachers.

(iv) The training institutions suffer from many handicaps. Not many of these institutions possess proper accommodation, hostels, library and laboratory facilities and other equipment. Textbooks and other reading material of the requisite standard have not been produced in the regional languages. The staff serving in these institutions have no special training for their work. The State Institutes of Education which were established in the Third Plan, are helping a great deal in providing suitable courses for the staff. But in regard to buildings, equipment, books etc., a phased programme of improvement of existing training institutions will have to be taken up in the Fourth Plan.

(v) The entrance qualifications, syllabi and duration of training also vary from State to State. It is now generally accepted that only matriculates should be admitted to training institutions, exceptions being made only in the case of women trainees and trainees belonging to tribal areas where matriculates are not available for the teaching jobs. In regard to the duration, it is agreed that the course should be of two years. The syllabus should contain 'content' matter relating to hygiene, nutrition and general science. The teaching of craft should be more systematic. The trainees should also be given an understanding of the working of Panchayati Raj institutions and also how to seek cooperation of the local community. In the Fourth Plan it will be desirable to adopt as far as possible uniform standards in these matters. Another direction in which effort is necessary is provision of adequate stipends to trainees during the period of their training so that the trainees, who generally come from poor families, are not put to hardship.

Improvement Programmes

During the three Plans, most of the resources have been spent on expanding facilities for elementary education. In the

case of the advanced States, the stage will soon be reached when the pressure for enrolling more pupils in the age-group 6-11 will have eased. These States may now devote somewhat larger funds for elimination of wastage, liberalising teacher-pupil ratio, providing additional accommodation for the school classes etc. Funds may also be spared for improving the teacher-training programmes as suggested in the foregoing paragraph and also offering suitable incentives to teachers to improve their professional and academic competence. Most of the States have devised an integrated syllabus for elementary schools. This syllabus embodies the good features of both the Basic system of education and the traditional system. However, partly for want of funds and partly due to lack of enthusiasm, this syllabus is not being taught in the proper manner. The teaching of craft and general science have not received the necessary impetus. It is necessary to undertake a phased programme to improve existing Basic schools and to introduce the orientation programme in all non-Basic schools. Two notes on 'Basic Education' and 'Improvement Programmes in Elementary schools' are appended to this paper. (Appendix V and Appendix VI respectively). These contain a fairly detailed discussion of these problems.

Community Participation

(i) It is quite evident that neither the programme of enrolling more children nor of effecting the many improvements suggested in this note can be achieved without the active support and sustained effort of the local community. It is agreed that there is still considerable apathy among the rural population towards the education of girls. The value of education for the development of the individual's personality and his economic betterment is scarcely appreciated among backward communities who have suffered from continued neglect over many centuries. While compulsory primary education acts have their limited value in areas which have been provided with adequate facilities, persuasion, propaganda and social pressure will be the important means to enrol girls and children from poor homes. Thus, education of the community comes to take an important place in the enrolment drives. As for improvement projects, it is quite manifest that for many years to come, the States in this country will not be able to provide all the school buildings, equipment, school meals, uniforms and textbooks etc. Taking only one item, namely, the construction of school buildings, it will be seen that the cost involved runs into hundreds of crores. It is clear that unless the local community comes forward to contribute in cash, labour and locally available building material, the school buildings are not likely to come up in the near future. Similarly we are now

leaning a little too heavily on foreign assistance for giving mid-day meals to poor children. This assistance cannot last for ever and the community has to pool its own resources to feed the needy children. That the community is willing to help in a big way, if properly approached, is evident from the experience in Madras State where the people have come forward most enthusiastically to participate in well-planned schemes of school improvement.

(ii) Most States have established panchayati raj institutions and the administration of elementary schools has in many States been transferred to panchayat samities and zilla parishads. In principle this is a move in the right direction, since it is only appropriate that the local panchayat institutions should manage and develop schools in their areas. Unfortunately the experience gained so far has not been altogether happy and it may be worthwhile for States to review the position and so amend the Panchayat Acts that the day-to-day working of the school is not affected by the local politics.

APPENDIX V

BASIC EDUCATION TO CONSIDER THE PROGRESS SO FAR MADE AND SUGGEST LINES OF FURTHER ACTION

(Ministry of Education)

The progress so far made in Basic Education is reflected in the statistics following this Appendix (Tables 1-6). It will appear from the statistics that although the Basic system of education has been accepted as the approved pattern for the elementary stage, its progress has been uneven. Moreover the contents of the Basic system as adopted in different States also differ. Experience gained so far has brought out prominently the following points :

(i) The Basic system has not been given a full and fair trial even in those schools which are designated as Basic.

(ii) The situation indicated in (i) above is laregly due to lack of teaching personnel of the requisite standard and paucity of funds. These factors in their turn may be said to have resulted from the phenomenal increase in enrolment which has to be dealt with in keeping with the principle enunciated in Article 45 of the Constitution.

(iii) With the increasing need to make education production oriented, it is vital that the craft programme which forms an essential ingredient of the Basic system is developed properly and fully.

(iv) With increasing stress on science and technology, correlation of education with natural environments assumes added significance because at the earlier stage, at any rate, this may be the most important, if not the only, medium through which fundamental concepts of science could be put across to the child.

(v) Citizens of the future have to be educated from the very beginning in such a manner that they realise their social and civic responsibilities and effectively participate in community programmes. At the elementary school stage these ideas and aptitudes may be inculcated and developed in the child through a programme of correlation with social environment another of the essential ingredients of the Basic system.

The position was reviewed at a meeting of the National Board of Basic Education held in February 1965 and the Board recommended as under :

(1) Education at the elementary stage throughout the country should progressively and as quickly as possible be made to conform to the system of Basic education. The existing Basic schools should be strengthened and developed fully to become effective Basic schools of high standard. The remaining elementary schools should be enabled to progress towards the same goal by the introduction of appropriate activities, the particular crafts to be adopted in each school being selected to suit local environments.

(2) The post-Basic schools should be developed as an integral part of the system of education at the secondary stage. The existing post-Basic schools should be specially strengthened to rise to a high standard. Adequate provision should be made in all secondary schools for production-centered and other programmes as a continuation of Basic education at the elementary stage.

(3) Teacher training institutions should also be strengthened adequately so that teachers trained therein are competent to implement the programme of Basic education more effectively. This strengthening would include reorganisation of curriculum, establishment of model Basic schools for practising teachers, provision of residential accommodation and physical facilities or organising community and other activities.

(4) Educational administration in the Centre as well as in the States should be suitably strengthened and oriented to achieve the object of developing a sound system of Basic education.

The Education Ministers' Conference may consider these recommendations made by the National Board of Basic Education and indicate what steps are being taken or should be taken in the Fourth Plan in regard to junior Basic (primary) schools, senior Basic (middle) schools, the post-Basic schools, teacher training institutions and educational administration.

TABLE NO. 1

NUMBER OF BASIC SCHOOLS IN INDIA

Year	Senior Basic Schools for			Junior Basic Schools for			Total No. of Basic Schools-Senior and Junior for		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8	9	10
1950—51 . . .	338	13	351	30,787	2,592	33,379	31,175	2.605	33,730
1951—52 . . .	439	15	454	31,065	2,686	33,751	31,504	2,701	34,205
1952—53 . . .	637	18	655	31,496	2,727	34,223	32,133	2,745	34,878
1953—54 . . .	846	19	865	32,154	2,786	34,940	33,000	2,805	35,805
1954—55 . . .	1,097	23	1,120	34,613	2,782	37,395	35,710	2,805	38,515
1955—56 . . .	4,506	336	4,842	39,905	3,066	42,971	44,411	3,402	47,813
1956—57 . . .	6,399	498	6,897	43,401	3,480	46,881	49,800	3,978	53,778
1957—58 . . .	7,249	570	7,819	48,258	3,781	52,039	55,507	4,351	59,858
1958—59 . . .	11,518	1,221	12,739	52,890	4,179	57,069	64,408	5,400	69,808
1959—60 . . .	12,252	1,302	13,554	56,526	5,231	61,757	67,778	6,533	75,311
1960—61 . . .	12,932	1,337	14,269	60,030	5,919	65,949	72,962	7,256	80,218
1961—62 . . .	14,036	1,439	15,475	66,479	7,528	74,007	80,515	8,967	89,482

TABLE NO. 2

BASIC TEACHERS' TRAINING INSTITUTIONS IN INDIA

Year	No. of Post-Graduate Basic Training Colleges	No. of Under-Graduate Basic Training Colleges and Basic Training Colleges	Total
1950-51	7	150	157
1951-52	6	159	165
1952-53	6	178	184
1953-54	7	296	303
1954-55	8	343	351
1955-56	24	525	549
1956-57	28	586	614
1957-58	34	613	647
1958-59	33	699	732
1959-60	35	890	925
1960-61*	41	1,034	1,075
1961-62*	43	1,072	1,115

TABLE NO. 3

DIRECT EXPENDITURE ON BASIC SCHOOLS IN INDIA

Year	Amount in Rupees
1951-52	5,47,67,390
1952-53	6,15,51,672
1953-54	6,67,13,298
1954-55	7,29,79,511
1955-56	12,16,71,974
1956-57	14,20,46,478
1957-58	19,30,34,769
1958-59	22,77,79,052
1959-60	25,03,50,000
1960-61	28,38,85,201
1961-62*	32,52,80,154

*Figures are provisional.

TABLE NO. 4

STATE-WISE DISTRIBUTION OF BASIC SCHOOLS

State	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62*
Andhra Pradesh	729	1,045	1,866	2,390	2,780	2,870	3,031
Assam	640	1,023	1,359	2,268	2,599	2,740	2,839
Bihar	1,974	2,276	2,661	2,988	3,466	3,616	3,704
Gujarat	..	..	..	..	4,576	4,905	5,114
Bombay	5,245	7,080	7,470	7,895	..	..	..
Maharashtra	..	..	..	..	3,709	4,243	4,901
Jammu & Kashmir	..	..	..	..	..	..	..
Kerala	428	487	601	564	1,563	513	457
Madhya Pradesh	1,304	1,832	2,019	2,529	2,666	3,062	2,690
Madras	1,916	1,927	2,841	3,142	3,592	4,004	4,387
Mysore	1,195	1,737	2,297	2,807	3,236	3,127	3,284
Orissa	383	383	383	383	384	384	384
Punjab	401	509	691	767	850	820	1,492
Rajasthan	618	783	948	1,477	1,863	2,096	2,040
Uttar Pradesh	31,898	33,321	34,970	40,444	42,133	44,418	51,003
West Bengal	640	770	924	1,172	1,430	1,729	1,868
A. & N. Islands	5	5	5	9	9	23	40
Delhi	299	297	297	274	299	326	344
Himachal Pradesh	86	215	379	473	680	813	1,041
L. M. & A. Islands	..	..	..	1	1	1	1
Manipur	1	1	20	100	141	161	240
Tripura	44	79	130	176	224	277	509
N.E.F.A.	7	7	7	7	7	83	106
Pondicherry	..	..	..	2	3	7	7
	47,813	53,778	59,858	59,808	75,311	80,218	89,482

*Figures are provisional.

TABLE NO. 5

STATE-WISE DISTRIBUTION OF BASIC TRAINING INSTITUTIONS

State	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62*
Andhra Pradesh	38	38	37	48	8	83	89
Assam	19	19	20	21	21	22	21
Bihar	64	65	65	65	86	103	104
Bombay(Maharashtra—Gujarat)	118	122	128	135	116 40	130 66	135 66
Jammu & Kashmir	..	8	8	8	9	10	10
Kerala	18	18	21	53	75	78	80
Madhya Pradesh	29	44	50	58	81	115	114
Madras	72	82	98	105	113	123	122
Mysore	24	25	25	27	29	40	47
Orissa	7	7	7	7	7	7	7
Punjab	22	36	33	30	32	36	39
Rajasthan	15	27	32	32	43	59	55
Uttar Pradesh	102	99	96	113	160	159	172
West Bengal	15	16	19	22	27	34	36
A. & N. Islands	..	..	..	1	1	1	1
Delhi	1	2	2	1	1	1	1
Himachal Pradesh	2	3	3	3	3	4	5
L. M. & N. Islands	..	..	..	..	..	—	—
Manipur	1	1	1	1	2	4	5
Tripura	1	1	1	1	2	3	3
N.E.F.A.	1	1	1	1	1	1	1
Pondicherry	..	..	..	..	..	..	1
Nagaland	..	..	..	..	..	..	1
	549	614	647	732	925	1,075	1,115

*Figures are provisional.

TABLE NO. 6

NUMBER OF POST-BASIC SCHOOLS

Andhra Pradesh	2
Bihar	14
Gujarat	28
Kerala	3
Maharashtra	2
Madras	3
Orissa	2
Punjab	3
TOTAL	57

APPENDIX VI

IMPROVEMENT OF QUALITY AT THE ELEMENTARY STAGE OF EDUCATION

(Planning Commission)

In the first three Plans, there has been more emphasis on expansion of educational facilities with the result that qualitative programmes have by and large, been neglected. This expansion had led to :

(a) large-scale drop-out of students enrolled in class I without attaining permanent literacy ;

(b) large number of unqualified teachers working in elementary school ;

(c) large backlog of untrained teachers ;

(d) unsatisfactory conditions in training institutions ; and

(e) the slow progress of such quality programmes as Basic education.

Wastage and Stagnation

2. Even though sizable investments have been made from Plan to Plan in the provision of educational facilities, much of this expenditure has been infructuous due to the incidence, at the primary stage, of stagnation and wastage. Of every 100 students, who are admitted to class I,

only 40 reach class IV, the completion of which would give them permanent literacy. For the country as a whole, the incidence of wastage and stagnation has remained almost the same over a decade as is indicated in Table I below :

TABLE I

EXTENT OF WASTAGE

Percentage of Students to Class I in Subsequent years

Classes	1951-52 Batch	1952-53 Batch	1953-54 Batch	1954-55 Batch	1955-56 Batch
1	2	3	4	5	6
I . . .	100	100	100	100	100
II . .	63	64	63	61	59
III . .	52	51	50	49	48
IV . .	44	44	43	41	40
V . . .	34	35	34	34	34

The major reasons for wastage and stagnation as revealed by some studies, are the poverty of the people, which accounts for 65% of the cases of wastage; social prejudices, which especially operate against the continuation of girls in schools beyond a certain age; and instructional factors which are estimated to operate in about 30% of the cases and, which among others, include unqualified teachers, the poor physical conditions in schools etc. In absolute terms, it will be seen that out of 70 lakh children who were enrolled in class I in 1951-52 first year of the first Plan, 46 lakh could not reach class V in 1955-56. Similarly, out of 103 lakh children enrolled in class I in 1956-57, first year of the Second Plan, only 36 lakh reached class V in 1960-61. Table 2 summarises the position in this regard :

TABLE 2

EXTENT OF DROP-OUT

First Plan			Second Plan		
Year	Class	Enrolment (lakhs)	Year	Class	Enrolment (lakhs)
1	2	3	4	5	6
1951-52 .	I	70·3	1956-57	I	102·8
1952-53 . .	II	44·0	1957-58	II	60·9
1953-54 . .	III	36·5	1958-59	III	50·5
1954-55 . .	IV	30·8	1959-60	IV	42·5
1955-56 . .	V	24·0	1960-61	V	36·1
1951-52 minus 1955-56 .		46·3	1956-57 minus 1960-61		66·7

This wastage in terms of financial resources would be quite sizable.

Under qualified Teachers

3. The percentage of teachers with matriculation as the qualification has increased from 13 in 1949-50 to 40 in 1960-61, a substantial proportion of teachers serving in elementary schools however continue to be under-qualified. This increase is due to the fact that most of the new teachers, being appointed in elementary schools have matriculation or above as the minimum qualification. This is indicated in the table below :

TABLE 3

NUMBER OF MATRICULATE TEACHERS IN ELEMENTARY SCHOOLS

Year	Total No. of teachers	Teachers with Matriculation and Above Qualification	Percentage of Teachers with Matriculation and Above Qualification to Total No. of Teachers
1	2	3	4
1949-50	596,763	75,127	12·6
1950-51	623,414	89,990	14·4
1951-52	654,210	101,189	15·5
1952-53	683,704	123,928	18·1
1953-54	727,555	152,478	21·0
1954-55	787,550	197,520	25·1
1955-56	839,643	230,128	27·4
1956-57	876,702	267,764	30·5
1957-58	914,312	293,954	32·2
1958-59	960,465	327,637	34·1
1959-60	1,023,606	378,683	37·0
1960-61	1,087,138	430,562	39·6

In spite of improvement in the situation about 60 per cent teachers in elementary schools would have qualifications below matriculation. If instructions in elementary schools have to be improved, it is necessary that properly qualified teachers are recruited, to the profession.

Lack of Trained Teachers

4. Even though training facilities have expanded, the number of training schools having increased from 782 in 1950-51 to 1470 in 1965-66, a large number of teachers in elementary schools continue to remain untrained. In 1965-66, it is estimated that of the 16 lakh teachers in primary and middle schools, nearly 4 lakhs or 25% would be untrained. The condition in regard to facilities of staff, accommodation and equipment are very unsatisfactory.

Buildings and Equipment

5. The mid-Plan appraisal of the Third Plan indicated that 50% of the elementary schools did not have adequate buildings. In most of the elementary schools, equipment worth the name did not exist.

Basic Education

5. The mid-Plan appraisal of the Third Plan indicated that 50% of pattern has been very slow. It is expected that by the end of the Third Plan, percentage of junior Basic schools to primary schools and of senior Basic schools to middle schools would be 26 and 31 respectively.

Fourth Plan Proposals

7. Inspite of expansion of educational facilities which has taken place during the last 15 years it has not been possible to achieve the constitutional directive of providing schooling facilities to the children up to the age of 14. The target for the Fourth Plan is to provide schooling facilities for about 93% of children in the age-group 6-11 and 46% of the age-group 11-14 as against 78% and 32% respectively in 1965-66. It is realised that even these targets which have been set out cannot be realised unless some concrete steps are taken to reduce wastage and stagnation and improve quality of elementary education. To cope with expansion in urban and over-crowded areas double shift is proposed to be introduced in at least the first two classes of primary schools, wherever necessary and possible.

8. The Memorandum on the Fourth Plan published by the Planning Commission in October, 1964 lays down that a determined effort will be made to reduce wastage and improve quality at all levels with a view to increasing return from the investment made. The following steps are proposed to be taken to reduce wastage and stagnation and to improve quality at the elementary stage of education :

(a) *Wastage and Stagnation*

(i) Adjusting the school working hours and vacations, etc. to the requirements of rural areas in relation to the time of sowing and harvesting and other agricultural operations.

(ii) Taking up a programme of continuation and part-time classes for those children for whom it would not be possible to attend full-time institutions.

(iii) Having more effective control of admissions in class I so that all the children join the class about the same time.

(iv) Providing mid-day meals and other incentive programmes like free textbooks and free clothing to needy children. The coverage of mid-day meals is being extended so as to cover about 50% of the enrolment in classes I-V by the end of the Fourth Plan.

(v) Adopting a policy of non-detention of students, at least in the first three classes of the elementary stage.

(vi) Quality of teaching has to be improved by eliminating such subjects in the curriculum which do not have any functional value and introduction, instead of production, of work-oriented activities like gardening, etc. and of lessons which would enable children to attain scientific literacy.

(b) *Teachers—Their Academic and Professional Qualifications.*

(i) Training the existing untrained teachers through correspondence courses, refresher courses and other in-service programmes to enable them to improve their academic and professional qualifications.

(ii) Selecting teachers for recruitment at the district level on the basis of merit and maintaining a cadre of teachers which would supply the requirements of the various areas in a district.

(iii) With a view to enabling the serving teachers to improve their qualifications it is proposed to provide them with incentives such as advance increments, special allowances etc. for upgrading their qualifications.

(iv) Apart from creating a large number of additional training seats it is proposed to improve the existing training facilities in respect of staff, buildings, laboratories and equipment.

(c) *Improvement of Schools*

(i) Special development of selected Basic schools at least one in a block will be taken up while the remaining Basic schools will be strengthened.

(ii) General science will be strengthened in selected schools.

(iii) The non-Basic schools will be work-oriented. This would include the provision of equipment in schools for organising productive activities which would develop among the children finger skills and create in them proper aptitude for work.

(iv) School buildings, which should serve not only the educational requirements but also work as community centres, will be put up at cheap costs.

9. As a practical step towards implementing these recommendations, it would seem necessary for each State Government to set up a small group of two to three officers who would go into these questions in detail. Experiments would require to be conducted to concretise these ideas. This should help in formulating and implementing these programmes in a big way during the Fourth Plan. The money required for these experiments should not be difficult to find.

Points for Consideration

10. The main points for consideration are listed below :

(i) Need for drawing up a phased programme of improving elementary schools and training institutions and the necessity of a survey for the purpose.

(ii) The causes of wastage and stagnation and the programmes for their ultimate elimination.

(iii) Minimum qualifications for teachers and conditions of service including transfers.

(iv) Revision of the school curricula with a view to relating the functioning and programmes of the school to making them work and development-oriented.

MEMORANDUM
ON
ITEM NO. II (IV): FOURTH FIVE YEAR PLAN—PROGRAMMES OF SECONDARY EDUCATION

(Note by Ministry of Education)

The main approaches to the problems of education at the secondary stage may be summarized as follows:

(i) Adequate provision should be made for the expansion of facilities for secondary education particularly for girls and children of socially and economically backward communities.

(ii) The process of diversification of secondary education begun in the Second Plan should be speeded up so that increasing number of pupils at the secondary stage may take to vocational courses of a terminal character, designed to help economic growth.

(iii) The teaching of science in secondary schools should be strengthened.

(iv) Every effort should be made, in general, to improve the standards of all the secondary schools up to a reasonable level of efficiency.

(v) Simultaneously selected schools (5% to 10% of the total number) should be developed to a high level of efficiency so as to serve the needs of talented pupils in the area. Necessary precaution should be taken to ensure that eligible children from all sectors of the population (including the poor and the rural people) get this opportunity.

(vi) Facilities for teacher training should be expanded where necessary. Special efforts should be made to raise the quality of training imparted. To clear the backlog of untrained teachers, correspondence courses should be organised.

Expansion of Facilities for Secondary Education

2. (i) With the growth of elementary education, the number of students in secondary schools continues to grow rapidly. During the three Plans, the number of pupils in classes IX-XI has shot up from 12.20 lakh to 52.06 lakh. At the end of the Fourth Plan, the number may increase to 102.00 lakh (including vocational courses). The progress has, however, not been uniform.

Girls continue to lag behind. The percentage of girls in schools in the age-group 14-17 at the end of the Third Plan is expected to be 7.7 as against 27.2 in the case of boys. While Kerala will have 21.6% of children in this age-group in schools, in M.P. and Orissa the comparative percentage attained will be 4.3 and 4.2 respectively. These disparities indicate the need for careful planning in the opening of new schools. States will also have to give special encouragement to the enrolment of girls and to children of Scheduled Tribes. Some of the measures suggested are: hostel facilities for girls and tribal pupils, provision of fee concession and grant of liberal stipends particularly to brighter pupils, opening more government schools and subsidizing aided schools in backward areas etc. The location of new schools may be determined according to the findings of the fresh survey to be undertaken during the current year.

(ii) A pilot project to organise instruction at the secondary stage through correspondence course is proposed to be launched during the current year, to help persons who for one or the other reason could not join secondary schools and are now anxious to improve their qualification. Girls, who are not availing of facilities for attending secondary schools, can also profit from the proposed correspondence course.

Diversification of Secondary Education

3. (i) There are over 2,000 multipurpose (including post-Basic) schools in the country. Their working has revealed several deficiencies. In the Third Plan, efforts have been made to strengthen a limited number of schools, produce textbooks for practical subjects, supply selected references books on practical subjects to all multipurpose schools and to train teachers of practical subjects in the Regional Colleges of Education. The National Council of Educational Research and Training is also engaged in revising the present syllabus of multipurpose schools.

(ii) The main effort in the Fourth Plan will be to strengthen further the working of multipurpose schools with a view to providing facilities for vocational courses of a terminal character. The intention broadly is to remodel the technical courses in multipurpose schools on the pattern of courses followed in junior technical schools. It is also proposed to establish junior agricultural schools to prepare farmers with a thorough training in theoretical and practical aspects of modern scientific agriculture. (For details, please, see Appendix X of this note). Similar efforts will be made in the case of other practical subjects like commerce, home science and fine arts so that students may be able to take up gainful occupation after leaving school.

(iii) The note received from the Government of Orissa (Appendix VII) raises an important issue, namely, the stage at which diversification and introduction of vocational courses should begin. In countries of high technological advancement, there is a growing tendency to give a good general education to all future citizens up to the age of 16 or so. Vocational education comes after this stage. Conditions in India are vastly different. They vary again from State to State and from region to region. A pragmatic approach which take into consideration the social and economic needs of different sections of the population would perhaps be more suitable in case of a large country like India. The CABE in its Oct. 1964 session suggested that diversification should start at 14 *plus*. It may also be pointed out that the Education Commission is already seized of this matter.

The Teaching of Science

4. (i) Some basic understanding of the general principles of science is absolutely necessary for men and women in the present space age. Besides, a large number of pupils who desire to take scientific and technical careers have to be given a thorough grounding in mathematics and fundamental sciences to prepare them for higher studies. The importance of science education was stressed in the Third Plan also. The Regional Colleges of Education are organising special courses for the training of science teachers. Science clubs have been organised in a large number of schools. A scheme of science talent search has been initiated. The National Council of Educational Research and Training has established a separate Department of Science Education. This Department has a workshop to prepare standard designs of science apparatus. The Department is also preparing textbooks and other reading material for pupils. The Council has also been running summer institutes for teachers of science and mathematics. Under the 'Crash Programme', the Central Government has given large grants to States for providing science apparatus to schools and also form the establishment of State Institutes of Science Education. These institutes are expected to organise in service training courses for teachers and to offer all technical assistance to State Departments of Education for the promotion of science education.

(ii) In the Fourth Plan, these efforts have to be intensified. There is considerable shortage of qualified science teachers. Post-graduate teachers required to teach in higher secondary classes are difficult to recruit. There are also problems of pre-service and in-service training of teachers, preparation of standard designs

of apparatus, manufacture of good apparatus at reasonable prices, revision of syllabus etc. All these have been discussed in detail in Appendices VIII and IX.

Improving Quality of Secondary Education

5. (i) In the wake of rapid expansion of secondary education, there has been a progressive fall in the standards of teaching in secondary schools. The results of the high school examination reveal that about 50% of the candidates are unable to make the grade. The reasons are not far to seek. Majority of the schools do not have properly qualified and trained teachers. The school buildings in most cases are thoroughly inadequate. Many schools do not have laboratory and library facilities and other teaching aids. The examination system encourages cramming rather than intelligent understanding and individual study. Guidance services do not generally exist.

(ii) In the Fourth Plan more determined efforts have to be made to improve standards. The movement for examination reform begun earlier must be spread through the agency of the State Evaluation Units established in the Third Plan. The activities of the State Bureaux of Educational and Vocational Guidance have to be expanded. The Central Government has been assisting the States to improve library services in secondary schools. These efforts must be continued in the Fourth Plan. In regard to buildings, efforts have to be made to construct cheaper buildings with local materials and with the active participation of the community.

(iii) The State Education Ministers' Conference held in April, 1964, endorsed the suggestion that during the Fourth Plan at least 10% of the secondary schools should be strengthened as peaks of excellence and that the talented children of the area should be enabled to take advantage of these schools. State Governments have to provide *adequately* for this programme of qualitative improvement in the Fourth Plan. The main features of these schools would be:

(a) Provision of better paid trained and qualified teachers

(b) Good laboratories and workshops

(c) Improved library services

(d) Better teacher-pupil ratio

(e) Residential facilities and scholarships for talented children from the "catchment" of each school.

(iv) It is also envisaged that States which have made considerable progress with the upgrading of secondary schools to the higher secondary pattern should complete the conversion programme during the Fourth Plan in order to have a uniform pattern of secondary education within the States.

Training of Teachers

6. (i) Out of nearly 2.10 lakh teachers working in secondary schools by the end of the Third Plan, about 65% will be trained. Since the number of students in secondary schools at the end of the Fourth Plan will be almost double of what it will be at the end of the Third Plan, it will be necessary to have in position by the end of the Fourth Plan about 4.60 lakh teachers. This will involve the training of a large number of teachers in new institutions and also in existing institutions whose capacity will be expanded suitably. Here again it may be pointed out that while the States like Kerala, Madras, Punjab and Delhi have more than 90% trained teachers, in Assam and West Bengal the percentage of trained teachers is about 17 and 30 respectively. It is obvious that States below the national average will have to make a greater effort in the Fourth Plan. The object should be to develop training courses progressively so that the output of trained teachers is equal to the annual intake of new teachers. Mention may be made here of the fact that such States have been given "advance action" financial assistance during the current year to expand teacher training facilities in existing training institutions.

(ii) The quality of training in the majority of training colleges leaves much to be desired. The staff in most cases do not have the necessary qualifications and aptitude for the work. Considerable improvements are necessary in the matter of library and laboratory facilities, equipment, hostels etc. In many cases training colleges are run by private organisations who do not have the resources to provide the desired facilities. The methods of training are anticipated. It is evident that unless the training institutions can be developed to satisfy reasonable norms in respect of staff, buildings, equipment etc., there is little hope for effecting any improvement in the quality of teachers. It may also be mentioned that the programme of in-service training of teachers through extension services departments of training colleges will be expanded during the Fourth Plan.

(iii) Mention has been made in this note of the shortage of science and mathematics teachers. There is also general shortage of teachers of English, agriculture, home science and technical subjects. One method of meeting this shortage would be to institute 'concurrent' courses on the lines of similar courses arranged

by the Regional Colleges of Education. There is also need for establishing more State Institutes of English to improve the teaching of English in secondary schools.

(iv) There will be about 1 lakh untrained teachers working in secondary schools. It is felt that the training of these teachers may be completed through correspondence courses. Under the Advance Action Programme, it is proposed to set up during the current year departments of correspondence courses in the Central Institute of Education, Delhi and in the Universities of Mysore and Baroda. It is hoped that the training will be started during the current financial year.

APPENDIX VII

DIVERSIFICATION OF EDUCATION AT THE SECONDARY STAGE

(Government of Orissa)

There have been various studies and discussions about the contents and the pattern of secondary education. On the basis of the recommendations of the Mudaliar Commission, higher secondary schools have been opened in many of the States. Some States have not started higher secondary schools. Some others having experimented with higher secondary system have gone back to the older pattern of high schools. The experience in regard to secondary education in different parts of the country has been varied in character. It would, therefore, be worthwhile to reconsider the system and character of secondary education in the country.

One of the basic objectives of introducing higher secondary system was to do away with the literary and bookish character of the existing high school education. It was rightly considered necessary that education should be consistent with the every-day world in which the student is living. Under the traditional system, the student is ill-adjusted to the community and it was necessary to rectify his deficiency. This consideration needed a change in the curriculum in the secondary schools.

The Mudaliar Commission emphasized the need to provide diversified education at the secondary stage to suit the ability and aptitude of the students in the school, so that every one would not be obliged to go through the identical courses of studies which do not provide scope for different abilities. A student may have no aptitude for mathematics and science, but he cannot on that account be considered inferior to others. He may indeed have a flair for the humanities or fine arts, in which he has as much ability as some others in mathematics or science. The secondary courses should be adequately diversified to suit the abilities and aptitudes of the students.

Another fundamental objective of secondary education is that this should be the terminus of education for a large number of students. Everyone is not mentally equipped to undergo university education nor is it necessary for everyone to prepare himself for the university course. Secondary education, therefore, should provide a complete course of education and not merely be a preparatory stage for university education.

It follows that there ought to be commerce stream, technical stream, agricultural stream etc., so that many of the students at the secondary stage might be equipped at the end of their secondary career to fit themselves into a profession or a vocation.

These are the basic considerations which formed the background of the organisation of higher secondary schools and multipurpose high schools. Different streams like the humanities, science, technical subjects, commerce, agriculture, fine arts and home science were introduced in the multipurpose schools to provide diversification and equipped students with professional and vocational training.

Experience in the different States do not appear to justify the expectations of the Secondary Education Commission. Although higher secondary schools have been started in some of the States in appreciable numbers, the rush to the universities, instead of abating, has been increasing rapidly. It is doubtful if the products of the higher secondary or multipurpose schools have actually acquired sufficient vocational and professional training to pursue a profession or a vocation on the completion of the higher secondary education. It is also further observed that students completing the higher secondary education compare unfavourably with the pre-university students during their university education. On all these issues, experience in the different States may not be identical. But these are facts which have got to be taken into account.

One of the major issues for re-consideration is the stage at which diversification should begin. The Secondary Education Commission recommended that at the stage of class IX, students should be channelised into different streams according to their choice, ability and aptitude, so that from this stage the choice of profession or vocation or for university education would be determined for them. This is the crucial point for reconsideration. Experience shows that in most secondary schools, students crowd into the science streams without any reference to their ability and aptitude just because they want to enter into university education in medicine, engineering or the like. No amount of vocational guidance in the secondary schools produces any result in giving direction to the students to choose the streams, because a degree in engineering or medicine holds out bright prospects in life. Every parent, therefore, desires his son or daughter to select the science streams, irrespective of the ability of the students concerned. Next to the science stream, there are some students who join the humanities. But, most other streams hardly attract any substantial number of students. Since economic opportunities are widely different in different professions and occupations, it is not the ability or aptitude which prompts a student to select his stream, but the economic rewards the society offers in particular professions. As such, the provision of diversified streams at the higher secondary stage has not fulfilled its objectives of providing vocational or professional training for whom secondary system is intended. In fact, the higher secondary schools have just snatched away one year from the university course, and exactly like pre-university students, higher secondary students are pursuing their secondary education with a view to entering universities. If this is so, the basic objective of diversification at the secondary level appears to have been difficult.

The next important question is whether at the stage of class IX, i.e. at the age of 14, a student is mature enough to make a decision about the choice of his profession or occupation in life. The Committee for Commerce Education presided over by Dr. V. K. R. V. Rao considered

that vocationally it is unsound to introduce commerce in class IX as suggested by the Secondary Education Commission. At this stage, the student is not mature enough to make a choice. And even if a choice is made for him, he has not reached the stage of profiting from the course of commerce education that will be worthwhile for occupation. The Rao Committee, therefore, recommended that students wanting to take up a career in commerce should have a strong basic foundation in elementary knowledge before they start specialising either for a vocation or a profession. It is neither necessary nor desirable, the Committee thought, that any part of the students' time should be spent on taking up commerce as a professional course before they reach the 11th class, i.e. before they are 15 or 16 years in age. What the Committee on Commerce Education recommended applies with equal force in respect of all the others streams intended for professional or vocational education. It is essential that a student must have a broad-based secondary education before he is qualified or mentally equipped to pursue a professional or a vocational course. He must attain a certain mature age before he comes to a position of being able to make a choice.

Some time back, a suggestion was made that if a student has completed class X of a 11-year higher secondary course (or class XI of 12-year course), he should be considered equivalent to a high school passed student for employment requiring matriculation qualification. It would be exceedingly undesirable to make this equivalence, because a house examination at the end of class X cannot compare with a public examination held at the end of the high school course. Further, if a student has done a part of an integrated course, he is not qualified for anything and it would be unreasonable to make high qualification equivalent to a complete course of high school education. But, apart from these considerations, the very proposal that a student after completing class X of a higher secondary course should be considered as having possessed equivalent qualification with the high school certificate examination for purposes of employment, clearly brings out the failure of the higher secondary system. It shows that the higher secondary has not given a student any vocational or professional training and not being able to complete the higher secondary course, he goes to the employment market to compete with students who have passed the high school certificate examination. It should be recognised that this very proposal is a confession of the fact that the higher secondary system has not achieved its objective.

The question, therefore, arises that if the higher secondary system has not provided adequate vocational and professional training, if it has not become the terminus of education in respect of a considerable number of students and if it has in a sense become the same old high school education with one year from the university added to it, the time has come to reconsider the position and introduce modifications in the light of experience.

A minimum of secondary education is necessary before a student is mentally equipped either to pursue a professional or vocational course or a course of university education. This course of secondary education should be broad-based with varieties of choice within general education. Elementary education and all such broad-based secondary education should constitute a 10-year course. After this education covering a 10-year course, there should be adequate varieties of professional, vocational and pre-university courses to which students should go according to their ability and aptitude. At this stage, there should

be effective diversification. After the end of the 10-year high school course, there should therefore be two-year junior college providing diversified course, *e.g.*, in the humanities, science, commerce, agriculture etc. At this stage, i.e. at the age of 15 or 16, a student is old enough to make a choice and is mentally equipped to be able to make a choice. The two-year junior colleges should contain courses which should be the terminal stage of education for some and a preparatory stage of university education for others. After completing the two-year junior college course in science or the humanities, a student will be made eligible for joining the 3-year degree course. If he has taken science or a technical stream, he would be eligible to go and join an engineering and medical college and so on and many of the students coming out from this two-year colleges would have received reasonable standards of professional education to pursue an occupation on the completion of the two-year junior college course. It is thus recommended for consideration that diversification of education and channelisation into different streams during the high school course is neither necessary nor desirable. It brings down the standard of secondary education and does not serve any useful purpose. Diversification should be started at the end of the 10-year course and should be provided in the two-year junior colleges.

APPENDIX VIII

SCIENCE AND AGRICULTURE AT THE SECONDARY STAGE

(*Government of Orissa*)

In the existing high school syllabus, there are certain compulsory subjects and a number of optional subjects out of which a student has to make his choice. General science is one of the compulsory subjects at the high school certificate examination. In fact, right from the elementary stage up to the end of the high school course, in every class general science is taught as a compulsory subject. Besides this, physics and chemistry form one of the optional subjects at the high school certificate examination. A student, therefore, may select physics and chemistry as his optional subject. The optional subjects for the high school certificate examination are—additional mathematics, Sanskrit, physiology and hygiene, physics and chemistry, civics, agriculture etc. The course in the compulsory general science contains some topics in biology. But agriculture is not taught as a compulsory subject in the high schools. It is, however, one of the optional subjects and a student is free to select agriculture as his optional subject.

General science is not technical education. It is an essential part of general education. The contents of general science have increased in recent years in as much as the secondary education course has been laying greater emphasis on science and scientific education.

Science education requires laboratories and equipment. Many of the high schools do not have necessary school buildings and science rooms have been provided only in a few high schools. Mere provision of general science as a course at the high school stage does not improve science education unless adequate equipment and laboratories are available where experiments can be shown to the students. It is an essential part of science education that students should be given adequate opportunities to make scientific experiments themselves. The essential requirement for many of the high schools is a science room with laboratory fittings

and equipment. The Central Government has shown a very good gesture for assisting science education by providing science equipment. This was intended primarily for higher secondary and multipurpose schools which have got provision for science streams. Some of the States do not have higher secondary and multipurpose schools and some others have very few such schools. But general science is taught in these States as a compulsory subject in the high schools. If science education has to be improved and expanded, it is not merely the higher secondary schools, but also the high schools providing science education that should be eligible to receive substantial assistance from the Central Government. It has been pointed out from time to time that many of the schools do not have necessary school buildings and a room available for keeping science equipment. Very often, apparatus and equipment supplied to a school are kept locked up in almirahs in the headmaster's room and neither the teachers nor the students get any opportunity of using them. It is, therefore, recommended that in distributing assistance for science apparatus and equipment, it should be a part of the scheme of assistance to provide funds for the construction of a science room along with the provision of apparatus and equipment.

In Orissa, we have taken up a scheme to provide Rs. 15,000 for a high school for the purpose of teaching general science. Of this, Rs. 9,000 is to be used for the purchase of apparatus and equipment and Rs. 6,000 for putting up a pucca room in the school to be used as a science room. It is now found that Rs. 6,000 is inadequate for putting up a science room in the school. But even a modest scheme of providing a sum of Rs. 15,000 for a school is making a slow progress because only a few schools can be given this grant because of inadequacy of funds. The scheme of assistance now envisaged under the Central Government may consider to assist the State Governments in implementing their science assistance schemes.

In an agricultural country with a large number of schools spread over rural areas, it is desirable that students ought to have education with an agricultural bias. Although agriculture remains as one of the optional subjects, very few students take up the subject. Any one who takes agriculture as one of his subjects, does not get any advantage in being selected for joining agricultural colleges. In fact, students with agriculture as one of their subjects at the high school stage, are not desired by the authorities of the agricultural colleges who insist on a knowledge of mathematics and basic science in order to be admitted into the agricultural colleges. Vocational education at the secondary stage by the provision of agriculture as one of the streams is not likely to be useful. It will not attract students because it does not offer any future prospects. It will not be adequate vocational education because a student is not equipped at this stage to take up a specialised vocational course. It, therefore, does not appear desirable to have agriculture as a subject at the secondary education stage. If, as suggested under another item, a two-year junior college is established after a ten-year course of general high school education, agriculture can be a complete two-year course provided under junior colleges to which students should be admitted after the completion of secondary education. Thus, agriculture education in a two-year junior college will be effective and useful and students who desire to have professional course in agriculture will join this college and profit by instructions. Secondary education should be broad-based and is not expected to serve any useful purpose by introducing agriculture as a subject in the secondary course.

APPENDIX IX

SCIENCE EDUCATION

(Planning Commission)

Introduction

In view of the dominating role of science in the modern world it has become necessary to adopt a policy for the cultivation of science in such a manner as to secure for the nation all the benefits that accrue from the acquisition and application of scientific knowledge. If these aims are to be fulfilled science education has to be begin as early in the child's schooling as possible and should continue with a deepening content until the conclusion of the secondary stage with an intensive education at the university stage. The recommendations made by the Secondary Education Commission in regard to develpoment of science education in middle and secondary schools were implemented by the State Governments towards the end of the First Plan. By the end of the Second Plan, there were about 5,584 secondary schools, out of 17,217 schools, having science as an elective subject. While the number of high/higher secondary schools is expected to increase to about 23,000 by the end of the Third Plan, the number of schools having science as an elective subject would be only 9,000. While general science is a part of the elementary school curriculum, its teaching is not of the requisite standard.

Deficiencies in the Programme

2. From various studies conducted it has been revealed that—

(a) the content of science education at different stages of education varies from State to State ;

(b) about 80% of the secondary schools with science as one of the electives do not have adequate laboratory facilities ;

(c) the number of science teachers is short of requirements ; and

(d) adequate accommodation is not available for laboratories and equipment.

The Unesco Planning Mission of Experts on "Science and Mathematics Education in Schools in India", in their report submitted in 1964 found that neither in the scope of involving youth, nor in its content and methods, science education so far meets those requirements which are placed before it by scientific—technical programmes and by the tasks of further economic and cultural development of the country. They further observed that not all the 8-year schools provide science education of the requisite standard. In senior classes of schools science and mathematics are elective subjects which are offered by not more than 20-25% pupils. The present syllabus and textbooks need further improvement so as to be on par with the requirements of modern science and technology.

Third Plan—Crash Programme for Development of Science

3. From all these reviews the inevitable conclusion drawn is that, by and large, science education in the country is not proceeding on sound lines. Towards the end of the Third Plan, realising the importance of the programme of science education at the secondary stage, which

would provide the base for expansion of science education at the university stage, a Centrally sponsored programme of strengthening science teaching in secondary schools has been initiated and for this programme the Centre is giving hundred per cent assistance outside the State Plan ceilings for providing scientific equipment to the secondary schools and training of science teachers. The likely expenditure on this programme may be Rs. 4 crore.

Fourth Plan—Approach to Development of Science Education

4. In the approach to the Fourth Plan, as set out in the Memorandum on the Fourth Five-Year Plan published by the Planning Commission, it has been mentioned that at the elementary and secondary stages of education emphasis will be on work orientation and imparting of scientific literacy in elementary schools and the strengthening of the teaching of science in the secondary schools. Various discussions have taken place at the Centre between the Planning Commission, Ministry of Education and the University Grants Commission as also the Education Commission to concretise these programmes.

Science Education at the Elementary Stage

5. It has been felt that at the primary stage, the main purpose of teaching science should be :

(a) To develop, in a general way, among the students an understanding of the physical and social environment and the forces and causes governing the various natural phenomena. Promotion of scientific literacy among children was necessary for ensuring that they did not fall, in later life, a prey to superstitious ideas and beliefs.

(b) To devise ways and means in which a form of science education could be provided to the students at the elementary stage without making its teaching very formal.

(c) To improve the teaching of science by including biographies of scientists in the elementary school curriculum and by relating science teaching to one's environment.

(d) To set up small mobile units with film projectors which could exhibit short films on various aspects of science to the elementary school students. This unit would have to be under the charge of a qualified person in science who would visit individual schools 8 to 10 times a year showing films and explaining to the students the various things exhibited. These films could deal with such subjects as improvement in agricultural practices, nutrition, health and hygiene, flora and fauna of the country, etc.

(e) To make serious attempts at the middle stage of education to initiate students in the study of science.

Science Education at the Secondary Stage

6. As far as secondary schools are concerned, the programme of strengthening science teaching should take the following form :

(a) Compulsory study of general science should be introduced in such schools where it has not been provided so far, so that all the students completing secondary stage would have studied science ;

(b) In existing schools, where general science has already been introduced, it should be adequately strengthened;

(c) Elective science should be a subject at least in one school in an area so that students desirous of going in for higher education in science are able to study the subject at a higher level; and

(d) Every school should have a small library of science books and at least one standard scientific journal like the "Science Reporter" of the CSIR.

Programmes of Science Development in the Fourth Plan

7. The pace of the programme of strengthening science education, both at the elementary and the secondary stages, would, to a great extent, be determined by the availability of (a) trained teachers; (b) scientific equipment; and (c) textbooks, reading material and literature. The following steps are visualised to meet the situation.

Science Teachers

8. There is considerable shortage of science teachers in the country and this will be accentuated by further expansion during the Fourth Plan. The various programmes proposed to step up the supply and training of science teachers are:

(a) The regional colleges of education would train science teachers in much larger numbers.

(b) The existing teachers will be provided inservice training in the summer institutes after they have gone through correspondence courses. In addition to summer institutes, which are being organised with the help of USAID and which provide short-term training to about 2,000 teachers annually, it would be necessary to organize a larger number of summer courses so that on an average about 7,000 to 8,000 science teachers are given training every year. Correspondence courses will have to be provided as a major means of training teachers in science and if the science courses are integrated with summer institutes it would be possible to arrange for personal contact between the teacher and the university faculties which is essential for the effectiveness of correspondence courses.

(c) The supply of science graduates and postgraduates would be increased in order to meet the existing shortages and future requirements. This will require immediate action in those States where supply of science graduates and postgraduates is inadequate. The University Grants Commission, the universities and the State Governments will have to include necessary programmes in the expansion of higher education.

(d) Telescopic and short-term programmes would be arranged for the existing under-qualified science teachers for improving their qualifications.

(e) One institute of science education will be set up in each State.

(f) The existing training colleges will be strengthened in terms of their laboratories and teachers for training science teachers. There will also be increased accent on science content in teacher training institutions.

(g) The existing extension service centres of training colleges would be strengthened for arranging seminars and workshops for science teachers and new centres would be established.

(h) A concerted research programme in science education for providing necessary periodical guidance to teachers in new methods and techniques will be developed.

Scientific Equipment

9. The requirement on account of scientific equipment for all sectors of education including technical education estimated for the Fourth Plan is about Rs. 252 crore. For schools and colleges of general education the rough calculation may be of the order of Rs. 100 crore or so. This is a huge amount and attempts will have to be made to arrange for a phased programme of production of equipment from indigenous sources. Prof. V. K. R. V. Rao, Member (Education), Planning Commission has already set up a Working Group to go into the various problems relating to scientific equipment at all stages of education. The report of the Working Group would help in making rough assessment of the demand of scientific equipment in relation to our existing capacity and recommend concrete programmes for bridging the gap between the requirements and the availability of equipment, if enecessary.

As far as equipment for secondary schools is concerned, the Planning Commission Committee on Plan Projects' Panel on Science Education have made specific recommendations. The Committee has suggested that it would be necessary for each State to be able to plan their approximate needs of laboratory equipment on a long-term basis in accordance with their proposals embodied in their Plans. This would enable the State Governments to meet their requirements sufficiently in advance. Teachers' training institutions will have to be provided with appropriate workshops to improve the necessary skills of the prospective science teachers. The administrative procedure in regard to scrutiny of requirement of science equipment and its supply to schools would have to be streamlined. State Education Departments may make purchases for scientific equipment on State/regional/district basis till such time as the purchase specifications are laid down by the concerned authorities in the interest of ensuring quality products at reasonable prices. Central Science Workshop is proposed to be set up by the National Council for Educational Research & Training. The work of developing and producing prototypes of science equipment will be taken up.

Reading Materials and Textbooks

10. In regard to the preparation of suitable reading material, textbooks and literature in science subjects, the National Council of Educational Research and Training have already taken necessary steps. Model textbooks and materials would need to be translated in various regional languages. The science syllabi will have to be improved to incorporate modern developments. Method guides for teachers to assist them in teaching science on sound lines will be developed.

Promotion of Talent

11. The scientific talent among students will be identified and promoted through such programmes as the establishment of district science education centres, science museums, science clubs, science fairs and other activities. The scheme of science talent search will be intensified in the Fourth Plan.

Administration and Supervision

12. To enable the State Directorates of Education to take an integrated view it has been recommended by the COPP Panel on Science in Secondary Schools that a separate branch of science education in the State Department of Education, under a qualified special officer of the rank of Deputy Director, be created. This officer should be assisted by science supervisors at the district level to ensure proper level of science teaching.

13. Tentatively, in the Fourth Plan, a sum of Rs. 80 crore, both at the secondary and elementary stages of education, has been provided for various programmes of strengthening science education in existing schools and introduction of science courses in new schools. In view of the magnitude of the problem it would be necessary for each State to draw up a comprehensive plan of development of science education in terms of the requirements of personnel, equipment, materials, books, literature etc. in a phased manner. In this connection, it may be a useful idea to have a project approach for the development of science education so that precise year-wise details of each input are worked out by each State. This would assist in initiating action at various levels.

14. The main points for consideration are :

(i) Formulation of detailed programmes for the development of science education for implementation in the Fourth Plan which would need a survey to determine the needs of educational institutions in respect of staff, equipment, laboratories, etc.

(ii) Need for review of the existing syllabi in science with a view to making them up-to-date in the light of the recent advances made in science.

(iii) Measures for augmenting the supply of science teachers for schools and colleges.

(iv) Need for determining the requirements of scientific equipment and devising measures to arrange for its production and timely supply.

(v) Need for an adequate programme for the production of textbooks, guide books and other reading material on science, especially in regional languages for use in schools.

(vi) Need for setting up of an adequate machinery for the formulation and implementation of programmes for development of science and for supervision of its teaching.

APPENDIX X

AGRICULTURAL EDUCATION AT THE SECONDARY AND PRE-UNIVERSITY STAGES

(Planning Commission)

Need for Agricultural Education

1. The various commissions and committees, which have been set up to consider the reorganisation of educational system, have been stressing the need for the bifurcation of courses, at the secondary stage, in order to prepare students for various walks of life after taking into consideration their abilities and aptitudes. The Secondary Education Commission (1953) in their Report, made the following observations regarding agricultural education in secondary schools :

> "We would, however, like to make special reference here to the teaching of agriculture. Agriculture is the most important industry of the country, providing employment for over 75 per cent of the population and forming the main occupation in the rural areas. The need, therefore, to educate the youth of the country to a proper appreciation of the role that agriculture plays in the national economy must be stressed in all schools. In view of its basic importance, we recommend that all States should provide much greater opportunities for agricultural education in rural schools, so that more students may take to it and adopt it as a vocation. At present there are not many schools which have agriculture as a subject of study, and even where it does exist, the instruction given is so theoretical and divorced from practical application that it does not serve any useful purpose. As the training in agriculture has to be largely provided in the field, the student should have an opportunity to work under realistic conditions for a considerable part of his study so that he may acquire the right approach to agriculture. He should take to it with the same interest and earnestness as the farmer, not as a drudgery but as a matter of delight and self-expression in productive work".

The Commission recommended that agricultural schools would fit in more naturally with the rural environment but they should be integrated into the pattern of rural multipurpose schools. Accordingly agriculture was introduced as one of the diversified courses in multipurpose schools in the States towards the end of the First Plan.

Progress of Agricultural Education at the Secondary Stage

2. The progress regarding the introduction of agricultural courses, however, has not been uniform in the country. Nor has it been of a massive character. The total number of diversified courses, as on 15-3-64 in different States according to the information made available by the Ministry of Education, was 397. In 397 agricultural courses in the States, it could be expected that the enrolment would be of the order of about 40,000 or so. Thus out of the total student enrolment of 43 lakh at the secondary stage in 1963-64, hardly about 40,000 students would be pursuing agricultural education in high and higher secondary schools. Besides, the number of students enrolled in 102 agricultural vocational schools in 1960-61, according to the Ministry of Education publication, would be 7736. The latest figures are not available. It could thus be

concluded that at the pre-university stage of education, agricultural education has made hardly any impact inspite of the recommendations of various committees and commissions.

Agricultural Education in the USSR

3. In the USSR, the aims of secondary education are defined in terms of the needs of the national economy. In the Soviet system of secondary education there is a greater measure of differentiation for urban and rural schools than at any stage because a substantial portion of the school time is given to practical productive work. The common subjects in classes IX-XI in the rural and urban schools are literature, methemetics, history, constitution of the USSR, economic geography, physics, astronomy, chemistry, biology and technical drawing, foreign languages, and physical culture. In the urban secondary schools, polytechnical training takes 36 school hours per week and in the rural secondary schools it takes the form of theoretical and practical work in agriculture. In the rural secondary schools, productive work in the farm is fixed according to the seasoning. The pupils of rural schools undertake productive work on the farm during the agricultural season which cuts into school time to some extent. In the rural schools the pupils take the course on the bases of agricultural production covering such topics as agricultural machinery, its mechanism, parts and assembly, plant growth, the soil, principal crops, fertilisers; agricultural operations and the organisation of a collective or State farm. The reorganised polytechnical programme at the secondary stage has a strong vocational and practical bias. It does not, of course, turn out specialists in a narrow branch but there is no doubt that it does aim at preparing persons that they reach fairly high level of proficiency in certain broad areas of industry and agriculture who can step into productive work on the conclusion of secondary education.

Agricultural Education in the USA

4. In the USA vocational agricultural education is recognised as an integral part of the public secondary school education. The primary aim of vocational education in agriculture is to train present peasants and future farmers for proficiency in farming. It is a programme of systematic instruction in agriculture and farm mechanics of less than college grade conducted in public schools or classes for those persons over 14 years of age who have entered upon or who are preparing to enter upon the work of the farm. A team of officers, Shri P.P.I. Vaidyanathan (at present Adviser, Programme Administration, Planning Commission) and Dr. K. C. Naik (at present Vice-Chancellor, University of Agricultural Science, Bangalore) sent out by the Madras Government in 1958 to the USA, in their report have made the following observation about these vocational agricultural schools:

> "Vocational agriculture education in the USA plays an important role in agricultural extension and to a great extent has contributed to the great rapidity with which new techniques are introduced. Agricultural extension consists of two elements the inculcation of the basic scientific principles of agriculture into the minds of the farmers and the instructions in new techniques. If the farmers are generally aware of the scientific principles, it would be easy to make them take up new techniques. Vocational agriculture education performs this important task of making the farmers scientific-minded and therefore, more receptive to new ideas by 'catching them young' and teaching them the science of agriculture".

Junior Agricultural Schools—the Concept

5. Prof. V. K. R. V. Rao, Member (Education), Planning Commission, realising (a) the contribution which education can make to agricultural development in the country and raise it from traditional base to a scientific and technological level, and (b) the need to divert students at the post-middle school stage for various vocational courses of a functional type suggested that, out of 90 lakhs of students who would at the post-middle school stage for various vocational courses of a lakh students should be put through an intensive agriculture course so that these sons of farmers become progressive farmers and do not seek white-collar jobs or do not become wage-earners. He suggested that 60 to 70 per cent of the time in such schools should be devoted to technical aspects of agricultural education and the rest can be devoted to general education. He stressed the need for building into the curriculum the comparative study of the growth of agricultural production in advanced countries which would provide motivation to the students which is lacking at the moment. He also pleaded the importance of including agricultural economics and accounts in the curriculum. This suggestion was accepted by the Ministry of Education and necessary provision has been made in the Fourth Plan for implementing this scheme.

Report of the Working Group on Junior Agricultural Schools

6. To spell out this scheme in details, a Working Group has been set up by the Ministry of Education consisting of the representatives of the Ministry of Education, Planning Commission, Ministry of Food & Agriculture, Ministry of Community Development and National Council of Educational Research and Training. The final report of the Group is not yet available. The Group has agreed that there is need for the setting up of junior agricultural schools having 3 years' course after the elementary education of 7 or 8 years and that one-third of the instruction time should be devoted to the teaching of languages, social studies, general science and elementary mathematics and remaining two-third of the school time be allotted to the study of agriculture. The Group also feels that while the objective of the schools should be to train students to take up farming as their vocation, because of low per capita availability of land in many areas in the country, all trainees may not find work on land. For bright students passing out of junior agricultural schools it has been recommended that opportunity should be provided for pursuing higher studies in universities and other institutions of higher learning. For them there should be provision for certain adjustment courses.

7. The Working Group have visualised that the target of enrolment in the first year of the Fourth Plan should be 25,000 and it should be phased in such a manner that in the last year of the Fourth Plan the enrolment should be 4 lakh. On the basis of this phasing of enrolment, the provision of agricultural teachers required would be about 17,000. For training programmes it has been suggested that there should be two categories of teachers—one B.Sc. (Agri.) teachers and the other instructors. The B.Sc. (Agri.) could be given training in agricultural universities, regional colleges of education and other selected agricultural colleges. The one-year special course for instructors could be provided to those who have successfully completed the two years' certificate course in agriculture from a rural institute or passed the similar certificate or

diploma course of two years' duration after matriculation from a recognised agricultural school. In these courses, there should be more emphasis given to advanced teaching of agricultural science. The Group has recommended that there should be centres for advanced training located in northern, eastern, western and southern regions which should undertake documentation, research, organisation of seminars, preparation of teaching aids etc.

8. In order to provide incentives to B.Sc. (Agri.) and diploma-holders in agriculture to become teachers, the Group has recommended that they should be paid a stipend of Rs. 75 during the period of their training to meet the cost of their training. Regarding the salary scales of teachers it has been suggested that these should correspond to the salaries given to persons with corresponding qualifications in other departments (agriculture etc.). It has also been suggested that the students going through the junior agriculture course should not be charged any tuition fee and textbooks should also be provided free of charge to all students. There should also be provision for residential accommodation for 30% pupils who stay in hostels where they should not be charged any fees for hostel accommodation. About 10% of the students should be given stipends of Rs. 25 per month. The Group has also suggested that the students should be provided incentives by way of provision of loans to those students who successfully complete a course and who may desire to work on land.

9. Necessary provision has been made in advance action programmes in 1965-66 for the training of teachers and initiating action on other points.

Study of Agriculture Education by Planning Commission Team of Officers

10. In order to survey the existing state of agricultural education at the pre-university stage and to find out the possibilities of strengthening agricultural courses in view of our emphasis on relating education to production and economic development. a team of officers from the Planning Commission was sent out to the States of U.P., Maharashtra, Andhra Pradesh, Madras and Mysore by Professor V.K.R.V. Rao, Member (Education), Planning Commission recently. The full report of the Team, when finalised, will be made available to the concerned Ministries at the Centre and the State Governments. During their tour to various States, visits to educational and agricultural institutions and discussions with official and non-officials, university men, teachers and students, the Team have found that—

(a) By and large the agricultural courses provided in secondary schools have not made any dent on agricultural development and do not prepare students adequately for taking farming as a profession. The allocation of time and content of courses in agriculture in diversified courses is far too inadequate to prepare the students for taking up agriculture as a vocation. The training in such courses also does not help the students in getting admission in agricultural colleges. The impression is that agriculture is not remunerative and position has become difficult as a result of fragmentation of land due to various governmental policies and laws of succession.

(b) The agricultural schools set up by the Agricultural Departments train students by and large for various jobs as agricultural assistants, V. L. Ws., talhatis etc. though an insignificant proportion amongst them go back to land.

(c) Hardly about 10 to 15% of the students, both in agricultural courses in secondary schools and agricultural schools go back to land for purposes of farming. A doubt was expressed whether it was not early to expect students, at the age of 14 or 15, to take up vocational agricultural courses.

(d) The difficulty in making the agricultural courses in secondary schools and even the agricultural schools a complete success is the lack of suitable staff, provision of facilities, in certain places even of land, irrigation, equipment etc. etc.

(e) It was also found that the objectives of the agricultural courses in secondary schools were not well-defined and students take it up only because it is a soft option.

(f) It was also found out that there was a genuine desire that agricultural education should seep into the whole system of education right from the elementary stage and for some proportion of the student population, at the secondary stage, the content of education should be much deeper so that the students really get benefit out of the training obtained.

(g) There was a feeling that agriculture being the basic industry, there should be more inputs of fertilisers, seeds, manures and providing other facilities like soil conservation, contour-bounding etc. Simultaneously with the provision of material inputs which will promote the cause of agricultural production what was more important was improving the human inputs through a proper system of agricultural education which by itself is diversified in nature covering such areas as horticulture, sheep-breeding, poultry, fisheries, bee-keeping, etc. It was also felt that in agricultural education there should be scope for the training for farm management, repair of machinery, oil engines and other ancillary occupation which are so very important for developing agro-industrial structure.

(h) For implementing the programme of junior agricultural schools, it was felt that a good number of existing schools, with adequate land, irrigation facilities, should be selected in the first instance and qualified teachers be provided with salaries which compare favourably with their counter-parts in technical institutions. It was even suggested that the junior agricultural schools should be attached to the State farms, to the agricultural universities and well-established agricultural colleges having land and other facilities. These courses could also be introduced in existing post-Basic schools, in agricultural schools run by the Agriculture Department and in institutions like Vidyapeeths in Mysore which have a strong rural bias and all other facilities of land, irrigation and location.

11. The impression which the Team gathered was that agricultural education, in a predominantly agricultural country like ours, was languishing for want of clear objectives, apathy from various quarters, lack of well-qualified staff, inadequate facilities in the form of land, irrigation,

equipment and other material inputs. Where all these facilities were available the Team found not only tremendous enthusiasm but even a keen desire among the students to enrich their own land through their training which they get in institutions.

Conclusion

12. It would seem necessary that—

(a) For some proportion of our student population, who own land and are the sons of the farmers, provision for agricultural education should be provided as an essential ingredient of general education with deepening of agricultural content at the secondary stage in junior agricultural schools.

(b) Agricultural polytechnics should be set up for training students, who would be completing secondary education, so that better quality of agricultural personnel would be available for manning various operational jobs in different department of the Government and for guiding agricultural and allied, including agro-industrial, operations on modern and scientific lines in rural areas.

(c) Short-term courses, which are of a functional nature oriented to the needs of rural community for adult farmers, should be provided in large numbers.

Various types of agricultural programmes will have to be well-integrated to the needs of our rural economy. There is need for building up a complex of agricultural institutions like junior agricultural schools, agricultural schools, agricultural polytechnics and agricultural courses of a functional nature oriented to the needs of rural community for adult farmers, in a place where sufficient irrigated land and other facilities are available and where the bulk of the students would be residing on the campus.

MEMORANDUM

ON

ITEM NO. II (v) : FOURTH FIVE-YEAR PLAN—HIGHER EDUCATION

(General note by Ministry of Education)

Introduction

The Planning Commission has emphasised the following aspects of the problems of higher education, while drawing up the programmes for the Fourth Five-Year Plan:

(i) Increase in facilities should be provided for technical and other vocational courses at the post-secondary level so as to divert students from basic courses of arts and science;

(ii) More evening colleges and correspondence courses may be started so as to reduce pressure on day colleges;

(iii) Admissions for higher education may be restricted to those who can benefit by it;

(iv) Special attention may be paid to the affiliated colleges for improving the quality of education imparted by them as these colleges are responsible for 85% of the enrolment at the graduate stage and 45% at the postgraduate stage and have been largely neglected in the previous Five-Year Plans;

(v) Postgraduate education in the country may be improved both qualitatively and quantitatively through the establishment of the more centres of advanced study and by holding seminars, summer institutes etc.;

(vi) More emphasis should be paid to the provision of science education in order to meet the increasing demand for personnel with science qualifications for industry, science laboratories and educational institutions;

(vii) No new universities should be established during the Fourth Five-Year Plan period. Instead university centres may be set up which can, in course of time, grow into full-fledged universities; and

(viii) Salary-scales of teachers may be further improved, specially in the case of teachers working in the colleges.

Cost of Development of Higher Education

2. The University Grants Commission and the Ministry of Education are in broad agreement with the general principles mentioned in paragraph 1 above. In September, 1964, the University Grants Commission estimated that a sum of Rs. 409 crore will be needed for the development of higher education (both Central and States sectors) in the Fourth Five-Year Plan. It was estimated that the total requirements of education exclusive of medical and agricultural education for the Fourth Five-Year Plan was of the order of Rs. 2300 crore. As against this, a sum of Rs. 1400 crore has been provisionally allocated for education in the Fourth Plan. The University Grants Commission was accordingly requested to draw up revised programmes for the development of higher education, on the basis that the total allocation for university education may not exceed Rs. 225 crore (both Central and State sectors). In consultation with the UGC the following schemes have been suggested for implementation during the Fourth Five-Year Plan period:

Scheme	Centre	States	Total
	(Rupees in crore)		
1. Improvement and expansion of facilities at colleges.	53	50	103
2. Postgraduate education . .	30	..	30
3. Centres of advanced study .	10	..	10
4. Establishment of new universities (with UGC's concurrence)/ university colleges and centres	15	5	20
5. Hostels	16	14	30
6. Staff quarters . . .	5	4	9
7. Student homes/Reading rooms	1	1	2
8. A.C.C./N.C.C. . . .	..	1	1
9. Summer schools, seminars and summer institutes.	5	..	5
10. Fellowships	2	..	2
11. Medical colleges (Aligarh and Banaras).	2	..	2
12. Campus development of Central universities.	0·50	..	0·50
13. Other schemes (U.G.C.) . .	4	—	4
14. Rural higher education . .	3	..	3
15. Other schemes (Ministry of Education).	3·30	..	3·30
TOTAL .	149·80	75	224·80

The allocations for the schemes at 14 and 15 above have since been revised as indicated below:

(Rs. in lakh)

(a) Correspondence courses at university level . .	60
(b) Evening colleges/classes at university level . .	40
(c) Assistance to all-India institutions of higher education	40
(d) Promotion of Gandhian philosophy . . .	10
(e) Sponsored colleges in West Bengal . . .	1
(f) Scheme for lowpriced republication of standard educational works by Indian authors . . .	50
(g) Development grants to I.U.B.	1
(h) Exchange of delegations with foreign countries and vice-chancellors' conferences	3
(i) Rural higher education	290
(j) Establishment of the Indian institute of advanced/ study, Simla	50
(k) Indian Institute of Russian Studies . . .	15
(l) Grants/loans for construction of hostels and staff quarters	40
TOTAL .	600

No final decision has yet been taken about the allocation of provision for the University Grants Commission's schemes in the Fourth Five-Year Plan, as the Commission has represented that the proposed allocation is extremely inadequate and would create imbalances between the development of higher education on the one side and the other sectors of education on the other.

MEMORANDUM

ON

ITEM NO. II (v) —(CONTD.): **FOURTH FIVE-YEAR PLAN—HIGHER EDUCATION—ESTABLISHMENT OF NEW UNIVERSITIES**

(Note by the Ministry of Education)

Government of India Expert Committee on New Universities

In 1953, the Government of India had appointed an expert committee to consider the establishment of new universities.

The committee, *inter alia,* considered the general principles that the University Education Commission had laid down, and in the light of these principles held that a minimum strength of 1,000 graduate and postgraduate students distributed in at least three faculties was needed for the establishment of a unitary university, provided other necessary conditions were satisfied.

For a federative university, the Committee considered the following criteria essential: (a) at least two thousand students at graduate and postgraduate levels, (b) at least three faculties, and (c) at least four constituent colleges.

The Committee was of the view that the maximum number of students in a unitary university should not exceed three thousand, while for the federative type, the maximum may be fixed at 12,500 distributed in not more than 20 colleges. The Committee further recommended that no single faculty of a university should have more than three thousand students.

The Committee was emphatic that, for reasons given in Chapter XIII of the University Education Commission's Report, it would be most undesirable to set up a purely affiliating university. The Committee shared the University Education Commission's concern that such universities are "doing more harm to the good name of the Indian universities as a whole than any other single factor". The Committe also reiterated the University Education Commission's recommendation that no new university should concern itself with teaching and/or examinations below the graduate level.

Recommendation of the University Grants Commission on Establishment of New Universities

Under Section 12(f) of the UGC Act, 1956, it is one of the functions of the Commission to advise any authority, if such advice is asked for, on the establishment of a new university or on proposals connected with the expansion of the activities of a university. Although the Commission does not formally sanction the establishment of new universities, it appointed in September, 1961 a Committee to examine the question of establishment of new universities during the Third Plan period and to suggest broad outlines of a plan for the next few years after reviewing the proposals received from State Governments, the needs for higher education and the resources likely to be available for the purpose. After considering the various proposals received from the State Governments and their impact on the standards of higher education, the Committee submitted an interim report in May, 1962. The Committee held the view that if the recommendations made by it were generally accepted, it would suffice to have during the Third Plan period, six federal/unitary universities—one each in Madhya Pradesh, Rajasthan, Maharashtra, Mysore, Andhra Pradesh and Madras. The recommendations have been accepted by the Central Government and the University Grants Commission and circulated to the State Governments concerned for their consideration.

The following are some of the aspects involved in the establishment of new universities which have been emphasised by the Commission from time to time:

(1) The State Governments should more consciously utilise this advisory function of the University Grants Commission in regard to the establishment of new universities.

(2) The Indian scene of colleges, which number about 2000 today, affiliated to various universities, has perhaps no parallel in other advanced countries, not because they are affiliated to so few universities but because a large number of them are sub-standard. The improvement of colleges must be given special attention as the new universities could be established only after taking into account the improvement of colleges in different regions.

(3) As a preparation for new universities, it may be desirable, in general, to establish 'postgraduate centres' utilising the resources of the existing colleges/institutions. Over a period of years, these could be further developed into universities.

It may be an advantage to establish a number of 'university colleges' functioning as more or less autonomous units.

(4) While deciding about a new university, its location and type, careful consideration has to be given to the relevant factors, such as the extent of the area involved, the number of students, existing facilities for higher education available in the area.

(5) It would be desirable on the whole that every State should have one teaching university which is of the unitary or federal type.

(6) Some universities should be selected for further development in terms of selection of some departments as centres of advanced study. These should be properly financed with a view to developing through them scholarship and research of the highest order and of international standard.

(7) Agricultural or technological universities should be essentially science-based.

(8) Many institutions well-developed and in a position to make use of the autonomous nature and freedom for experimentation and development of academic interests could be brought under Section 3 of the UGC Act as 'deemed' universities.

The present thinking of the UGC in connection with the formulation of educational programmes for the Fourth Five-Year Plan is that no new universities, in addition to those already recommended, should be set up in the Fourth Plan period and efforts should be concentrated on consolidation and improvement of quality and not setting up any more universities.

Recommendations of the Planning Commission

The Planning Commission, while laying down basic objectives for the preparation of educational programmes for the Fourth Plan has suggested that in order to consolidate the present position of the existing universities (the number of universities in India has increased from 27 in 1950-51 to 62 in 1964-65) and to secure the most effective utilization of scarce resources, no new universities should be established in the Fourth Plan. Instead, university centres should be set up, each with a complex of colleges with about 10,000 enrolment. These centres should provide adequate facilities for libraries and laboratories and should have a number of university professors. In course of time, these centres can grow into full-fleged universities. This would avoid the heavy administrative cost involved in setting up new universities.

The above recommendations were endorsed by the National Development Council Sub-Committee on Social Services at its meeting held on 17th April, 1965.

The number of universities in India which stood at 45 on the commencement of the Third Five-Year Plan, has now risen to 62.

MEMORANDUM
ON

ITEM NO. II (v) ESTABLISHMENT OF NEW UNIVERSITIES —(CONTD.) :

(Government of Orissa)

In recent years many new universities have come into existence in different parts of the country. There have been frequent complaints about the steady decline in the standard of university education. It has also been pointed out from time to time that the expansion of university education and the starting of new universities with inadequate staff, equipment etc. and based often on non-academic considerations have been one of the major

factors responsible for the decline in the quality of education. It is also complained that some universities were started without consultations with the University Grants Commission. It is, therefore, necessary that some general criteria should be decided upon to assess the need for starting new universities at different places and the pattern or character which any such university should conform to.

How should the need be assessed for starting a university? Should it be the geographical area that should constitute the establishment of a university? Should it be the number of colleges that exist in a particular area to justify the creation of a university or should it be the output of graduates in various faculties or should a criterion be based upon the volume and quality of research work? In fact, all these may have relevance for establishment of a university at any particular place. But it seems worthwhile that some general conditions should be decided upon, which should determine the need for a university that there may not be certain States which would feel aggrieved that they have not been able to establish a university when certain other areas are going ahead with more and more of them.

Even more important is the consideration about the character of any university to be started. The Radhakrishnan Commission expressly stated against purely affiliating universities in India. The Commission stated that purely affiliating universities were doing more harm to the good name of the Indian universities as a whole than any other single factor and they urged that this type should disappear from the Indian landscape at the earliest possible moment. In spite of such observations by the Commission many affiliating universities have come into existence since then. The recommendations of the Commission failed to be appreciated by the educationists and administrators in India. It is accepted everywhere in the academic world that unitary and residential universities provide the best form of university education. But for a vast country like India, it would not be feasible to establish such universities in large numbers. Practical considerations stand in the way of establishing such universities. Opinion has been gaining ground that in view of the impracticability of establishing large number of such universities and undesirability of multiplying affiliating universites, the new pattern of universities in India should be federative in character. In fact, the latest university which was established in India at Bangalore has been federative in character. It is desirable that the Conference should decide upon the criteria about the character which the future universities in India should adopt.

The State Government of Orissa appointed a State University Committee in 1963, to recommend if there should be more universities in Orissa and if so what their type and character should be. The Committee recommended that no useful purpose would be served by having any more affiliating universities in the State in addition to the existing Utkal University. The Committee was of the opinion that affiliating universities with their jurisdictions in different parts of the State of Orissa would lead to academic parochialism and unnecessary waste of resources. The Committee recommended that the one existing University should continue to have affiliating juridstiction all over the State and new federative universities should be started at particular centres which satisfy certain academic criteria.

The Committee laid down certain criteria which should be satisfied by an educational centre for the establishment of a federative university. The area should be compact to make corporate life possible and the colleges situated within 10 miles from the Centre should be the constituent colleges of such a university. These colleges should have at least 2500 students and the university must have at least five major faculties of instruction. The Committee recommended that where such conditions were satisfied, the Centre should be considered fit, for the establishment of a federative university. No action has so far been taken by Government on the recommendations of this Committee. But this is being placed before the Conference so that it might be useful for deliberations to decide upon the criteria about the need and conditions for the establishment of new universities and the character that such universities should have.

MEMORANDUM

ON

ITEM NO. II (v) —(CONTD.) : **FOURTH FIVE-YEAR PLAN—HIGHER EDUCATION—PROBLEM OF NUMBERS AND STANDARDS AT THE UNIVERSITY STAGE**

(*Note by Ministry of Education*)

Increase in Enrolment

There has been a rapid growth of university enrolment in recent years. In 1963-64 the total enrolment of students in the universities and colleges excluding students of intermediate boards was 11,84,697 which shows an increase of 1,02,031 over the enrolment of 1961-62 which was 10,82,666. The total enrolment has more than doubled over a period of 10 years. On the

present basis of increase in numbers, it is expected that by the end of the Third Plan *i.e.* 1965-66, the figure for all the universities would be about 13 lakh and by the end of the Fourth Plan or 1970-71 a little above 19 lakh. It is also to be observed that the increase in the enrolment has not been accompanied by commensurate enhancement of physical and other facilities in the universities. It is doubtful whether this position could be improved appreciably in the near future. Judging from past experience, it would appear that our ability to provide additional staff, buildings etc. may not keep pace with the rising numbers in the universities.

Rules regarding Limitation of Numbers in Universities

The question of limiting the number of students in affiliated colleges or the number in lecture classes/departments has, therefore, engaged the attention of universities. But the attempts made in this direction have met with only partial success. It is only in a few universities that some kind of ceiling has been fixed. The Bombay University has prescribed a limit of 2500 for arts and science colleges and 1250 for law and commerce colleges. The Calcutta University has ceilings for admission to colleges according to the physical facilities and the general rule is that a class or section should not have more than 150 students. The Delhi University has laid down the maximum enrolment at 1000 students for its constituent colleges. In the Gujarat University, the ceiling is 1500 for a one-unit college. The Panjab University and S. V. Vidyapeeth have accepted the suggestions of the Three-Year Degree Course Estimates Committee that ordinarily the total number of students in a college should not exceed 800-1000. In the other universities the practice of admissions varies from one institution to another with restrictions mainly in the post-graduate departments.

Rate of Failures

Several recent studies of examination results in Indian universities indicate that the failure rate at the B.A., B.Sc., B.Com level is generally of the order of 50 per cent and that at the postgraduate stage, it ranges between 20 and 30 per cent. Another fact which has come to light is that in those universities which hold yearly examinations, there is a casualty of the order of 20 to 30 per cent each year. Thus in the case of those universities which conduct several examinations, their failure rates are raised to a higher level when account is taken of the over-all position. For example, the combined failure rate in respect of some universities holding two examinations has been

found to be as high as 81 per cent at the B.A. and 82 per cent at the B.Sc. Thus it appears that in such universities on an average out of 5 students who are admitted to the first degree course, only 1 is able to obtain the degree.

Need for Regulating Admissions

While a number of factors such as ill-equipped libraries and laboratories, defective teaching techniques, inefficient teachers, difficulties regarding the medium of instruction etc. have some relation to the high failure rate, the 'open-door' admission policy followed by universities and colleges is the most important cause. It is felt that unless admissions are regulated very carefully, our universities are likely to deteriorate into institutions for elimination of the "unworthy rather than education of the worthy."

Recommendation of the UGC Committee on Standards of Education

The problems involved in the limitation of numbers in universities and colleges have been examined by the Committee on Standards appointed by the University Grants Commission. That Committee has made the following recommendations:

(1) In the interest of standards, it is of the utmost importance to adopt a bold and imaginative policy in respect of admission of students to university courses. Current practices lead to a great many students, who are neither emotionally nor intellectually prepared for higher education, entering the universities.

(2) There are several ways in which a more careful selection of students could be made such as approving only such students as have secured a fairly high percentage of marks at the school examinations or special weightage being given to marks in important subjects like languages and mathematics. A consideration of their cumulative record at school or a *viva voce* or written test is also desirable. Each university will have to identify by investigation over a number of years the particular method or combination of methods which is likely to yield the best results.

(3) We should provide for alternative training programmes for those who are not admitted to the universities but possess the necessary aptitude for vocational training. Existing facilities in this regard need further expansion and improvement.

(4) The school system should contain a number of terminal points from which students could be diverted to technical and vocational courses and removed from the passage to the university.

(5) Another solution consists in a large-scale expansion of facilities for correspondence courses, part-time courses etc. It will also be desirable to institute two streams of undergraduate education—a pass as well as an honours. Admission to the honours course will have to be limited to the intellectually abler students, with provision for shifting students from the pass to the honours courses and *vice versa* according to their aptitude and ability.

(6) Some have commended the setting up of central institutions of higher education in different parts of the country, where admissions could be strictly controlled and based exclusively on merit.

(7) Universities should agree on the minimum age for entrance to the degree course. It would be desirable to have 17 plus as the minimum age but as a first step, a minimum of 16 plus may be prescribed.

(8) Universities should also agree on the core subjects required for admission to degree courses. All students who aspire to enter the university should have an adequate grounding in science, mathematics, history and geography, apart from languages. Universities should further demand a fairly high standard of English for entrants.

Recommendations of the Planning Commission

In suggesting educational programmes for inclusion in the Fourth Five-Year Plan, the Planning Commission have made the following recommendations for limitating numbers and improving quality of university/collegiate education:

(a) Increasing facilities may be provided for technical and other vocational courses at the post-secondary level;

(b) Two lakhs of the additional enrolment should be provided through evening colleges and correspondence courses which would reduce the pressure on day colleges;

(c) Restrictive admissions may be recommended to universities so that only those go in for higher education who can benefit by it;

(d) Considerable provision should be made for qualitative improvement. The average cost per student has been estimated to go up from Rs. 303 in 1960-61 to Rs. 350 by the end of the Third Plan and Rs. 400 during the Fourth Plan for arts students and Rs. 450 for science students. More funds should be provided for hostels and students' homes, staff quarters, scholarships, and fellowships and other schemes of qualitative improvement during the Fourth Plan.

(e) Special attention may be given to the affiliated colleges which are responsible for 85% of the enrolment at the graduate stage, 45% at the postgraduate and 15% at the research level. These colleges have been neglected so far as there has been too much emphasis on development of universities without building a strong base through well-run colleges.

(f) There should be greater accent on science education.

(g) Facilities for postgraduate education should be increased both qualitatively and quantitatively by the establishment of more centres of advanced study etc.

(h) No new university should be established in the Fourth Plan period, except those which have already been recommended by UGC etc.

MEMORANDUM

ON

ITEM NO. II (v) —(CONTD.) : **PROBLEMS OF NUMBERS AND STANDARDS AT THE UNIVERSITY STAGE**

(Planning Commission)

Expansion of Higher Education

There has been a very rapid increase in the enrolment at the university stage in the post-independence period. The total enrolment in arts, science, commerce, engineering, technology, medicine, agriculture etc. (including the intermediate boards) at the university stage, which stood at 2.66 lakh in 1947, has increased to 13.85 lakh in 1964, indicating more than five times increase in the 17-year period under study. The total number of colleges of all types, which was 724 in 1951, has risen to 2111 in 1963-64. In the case of universities, the increase was from 27 in 1950-51 to

70 (including 9 'deemed' universities) in 1963-64. During the Third Five-Year Plan, the average annual increase in the case of colleges has been 110 and in the case of universities (including 'deemed' universities) 4.

Qualitative Aspect of Higher Education

2. Against this huge increase in enrolment, the quality of university education has shown some deterioration. This has been highlighted in the reports of the University Grants Commission, the Union Public Service Commission and the Atomic Energy Commision etc. The University Grants Commission in their report for 1962-63, pointing to the abnormal rise in the enrolment at the university stage stated:

> "The central problem facing us, which is the basis of any progress or advance in the field of education is that of raising quality and reducing wastage. A low percentage of successful students reflects, apart from other things, inadequate facilities for instruction and development in relation to goals of higher education."

Similar opinion has been expressed by the Department of Atomic Energy, who in one of their reports say that the quality of science students has gone down in recent years. From a number of examinations conducted by them in connection with various training programmes, scholarships etc., it has been found that out-moded syllabuses, lack of sufficient practical training, poor quality of teachers etc. are responsible for the deterioration of standards.

Examination Results

3. A study of the examination results at the university stage would indicate considerable apparent wastage at the university stage. For example, in the case of B.A. (Pass) examination, the percentage of passes, which stood at 50.8 in 1949 was reduced to 46.1 in 1962. In the case of B.A. (Hons.), the percentage decreased from 77.2 in 1949 to 57.7 in 1962. Similar deterioration occurred in the case of B.Com. (Pass) and (Honours), B.Sc. (Hons.) and M.Com. examinations. In the case of M.A. and M.Sc., however, there has been some improvement during the years under review.

Another aspect of the examination result is the low percentage of 1st and 2nd class candidates in the various university examinations. Table I indicates the position in this regard:

TABLE 1

EXAMINATION RESULTS—DIVISION-WISE

(Figures in Percentages)

Year	B.A.			B.Sc			M.A.			M.Sc.		
	I	II	III	I	II	III	I	II	III	I	II	III
1	2	3	4	5	6	7	8	9	10	11	12	13
1952	1·2	28·8	70·0	6·3	35·0	58·7	5·2	40·9	53·9	23·5	55·8	20·7
1957	0·8	26·4	72·8	7·1	34·8	58·1	4·6	37·2	58·2	22·3	53·9	23·8
1962	1·0	24·2	74·8	8·5	39·6	51·9	3·7	41·3	55·0	24·6	57·2	18·2

In the case of B.A. and M.A. examinations, the percentage of 1st and 2nd classes to the total number of students passing the examinations indicated a considerable reduction over the years. In the case of B.Sc. and M.Sc. examinations, however, there was a slight improvement.

Postgraduate Education

4. Another feature of university enrolment has been the somewhat low percentage of postgraduate students. Due to certain measures taken by the University Grants Commission during the Second and the Third Plans, the percentage of postgraduate enrolment to the total enrolment, which was 5 in 1950-51 has risen to 5.5 in 1963-64. The largest enrolment, however, has been in the faculties of arts and commerce. In 1963-64, the faculties of arts and commerce accounted for 66.5% of the total enrolment. Science 22.2% and professional subjects 11.3% only. This indicates a definite improvement over the position in 1950-51 when the corresponding percentages were: arts and commerce,—72.4; science—20.0 and professional subjects—7.6. Still shortages of personnel with postgraduate qualifications in science and technological subjects especially with first and second class degrees, have been experienced during the Plan.

Affiliated Colleges

5. The bulk of university enrolment has been in affiliated colleges. This is clear from Table 2:

TABLE 2
ENROLMENT IN UNIVERSITIES AND AFFILIATED COLLEGES

	1950-51	1955-56	1961-62	1963-64
1	2	3	4	5
1. Total Enrolment (Boards excluded)	3,96,745	7,12,697	9,80,380	11,84,697
*2. University Teaching Dept. University Colleges	93,532 (23·6)	1,48,419 (20·8)	1,38,800 (14·2)	1,71,665 (14·5)
*3. Affiliated Colleges	3,03,213 (76·4)	5,64,278 (79·2)	8,41,580 (85·8)	10,13,032 (85·5)

*(The figures in parenthesis denote percentages.)

The percentage of enrolment to the total enrolment in affiliated colleges has increased from 76 in 1950-51 to 86 in 1963-64. Even in the case of M.A. and M.Sc., the enrolment in affiliated colleges and teaching departments of universities is in the ratio of 3:4 approximately. Further, out of 68,634 teachers (excluding tutors and administrators) in universities and colleges, 57,112 or over 83% were teaching in affiliated colleges in 1963-64.

6. In spite of the major responsibility borne by affiliated colleges for higher education, they are faced with a number of handicaps which retard their proper development and thus affect adversely the educational standards. To mention a few; the Government contribution to these colleges does not seem to be commensurate with their requirements and so the affiliated colleges have to depend largely on student fees. In 1956-57, the percentage contribution from fees to the universities and affiliated colleges was 29.5 and 37.0 respectively. The position does not seem to have changed materially since. Further, in the case of staff-student ratios, the affiliated colleges compare unfavourably with university departments. For example, in 1963-64, the staff-student ratio in affiliated colleges was 17.7 against 14.9 in university departments and university colleges.

7. It would appear that the rapid expansion of university education has affected the quality of education. As stated by the Standards Committee of the University Grants Commission:

> "The enormous expansion of university education which we are witnessing in our time, has diluted facilities, such as staff, libraries, laboratories, classrooms, hostels etc. to such an extent that there does not seem to be any

immediate prospect of realising this aim (of utilising and developing the intellectual and other potentialities of students) on a wide scale."

Further, the universities and collegiate institutions have not been able to make much contribution to the socio-economic development of the country. It is, therefore, necessary that certain positive steps should be taken to remedy the situation so that on the one hand the colossal wastage of resources could be avoided and on the other, the universities and colleges could be enabled to produce the required manpower of the requisite quality for the various development programmes in the Fourth and the subsequent Plans.

Programmes and Policies in the Fourth Plan

8. The first essential step that needs to be taken to improve the quality of higher education is to check the drift of students to university courses, in particular, arts and commerce courses. As emphasised by the Standard Committee of the UGC, "Unless admissions are regulated very carefully, our universities are likely to deteriorate into institutions for the elimination of the unworthy rather than the education of the worthy."

Additional Enrolment in Fourth Plan

9. It has been estimated that there will be an additional enrolment of about 5 lakh in arts, science and commerce subjects during the Fourth Plan, raising the enrolment from 11 lakh (excluding intermediate boards) by the end of the Third Plan to 16 lakh by the end of the Fourth Plan. A study of the examination results at the matriculation and the higher secondary stage reveals that about 50% of the students pass the examination in the third division. In case the admissions are restricted only to first and second class matriculates and higher secondary students, the additional enrolment during the Fourth Plan would be only 2½ lakh. It is, however, proposed that the restrictive policy should be adopted on a graduated scale and, therefore, regular college facilities including evening colleges have been proposed for an additional enrolment of about 3.5 lakh students only which would be mainly composed of science and postgraduate students. For others, it is proposed to provide educational facilities through correspondence courses.

10. To reduce the rush of students to universities and colleges, it is also proposed to provide diversified and terminal education at the secondary stage. A large programme of providing agricultural education at the secondary stage is also envisaged.

New Universities

11. In order to consolidate the position of the existing universities and to secure more effective utilisation of scarce resources, it is proposed that the setting up of new universities should be severly restricted. No new universities should be established during the Fourth Plan, unless it is absolutely essential on a definite and rationally acceptable criteria which should be unambiguously formulated and applied without discrimination.

Affiliated Colleges

12. In view of the fact that the affiliated colleges account for a large bulk of enrolment at the graduate and postgraduate stages, it is proposed to earmark special funds for the improvement of facilities in affiliated colleges. It is also proposed to set up university centres within a complex of colleges with about 10,000 enrolment which could provide facilities for academic work of university standard in regard to library, laboratories and some professors. These centres may, in course of time, develop into universities.

It is also necessary that the establishment of sub-standard collegiate institutions should be discouraged. No new institutions should be set up unless they fulfil certain minimum essential conditions relating to facilities like staff, resources and organisation of studies.

Science Education

13. An important direction in which university education is proposed to be linked with economic development is the emphasis on natural sciences and applied sciences. During the Second and Third Plans, there has been considerable expansion in the facilities of science education at the university stage. It is estimated that the proportion of science students to the total enrolment in arts, science and commerce courses would rise from 33.0% in 1955-56 to about 40% by the end of the Third Plan. In fact, as far as mere provision of facilities for science education is concerned, without taking into account the quality of education and the standard of products, India compares favourably with even some of the industrially advanced countries like Canada, Italy, Japan and Yugoslavia. The position, however, is not favourable in regard to facilities for professional education as would appear from Table III.

TABLE III

PERCENTAGE FACILITIES FOR HUMANITIES, SCIENCES AND THER SUBJECTS AT THE UNIVERSITY STAGE

(Figures in percentages)

Country	Year	Humanities including Social Sciences	Natural Sciences	Engineering	Medicine	Agriculture	Others	Total
1	2	3	4	5	6	7	8	9
Canada . . .	1960	51	9	149	28	3	15	100
Federal Republic of Germany.	1959	33	13	15	13	2	24	100
Italy . . .	1959	44	11	12	13	2	18	100
Japan . . .	1959	49	4	14	6	4	23	100
UK . . .	1958	40	24	10	17	2	6	100
Yugolsavia . .	1958	34	5	16	12	7	27	100
India . . .	1958	62	23	4	3	1	7	100

In the Fourth Plan, it is proposed to improve and consolidate science education facilities so that the outturn and quality of scientific personnel could be raised. It is also necessary that the facilities should be expanded in applied sciences so that the requirements of such personnel could be fully met during the Fourth and subsequent Plans.

Scholarships and Fellowships

14. With a view to attracting capable students to universities and colleges, considerable emphasis has been laid on the provision of scholarships and fellowships in the Fourth Plan. The emphasis is proposed to be mainly on loan scholarships so that in course of time a revolving fund is created. It is also proposed to set up an autonomous organisation for operating the scholarships programmes in the Fourth Five-Year Plan.

Literature and Books

15. For the supply of low-priced standard educational works of Indian and foreign authors, various steps are contemplated. It is proposed to assess the requirement of books under different heads like medicine, technology science and agriculture etc. with a view to taking steps to make available the requisite number of textbooks at a reasonable cost.

Teaching Personnel

16. It is proposed to continue and expand the programmes, for the improvement of the professional competence of the teaching personnel launched during the first three Plans. Provision has also been made for linking the improvement in the emoluments of university and college teachers with the upgrading of their academic and professional qualifications.

Other Qualitative Programmes

17. Considerable provision has been made in the Fourth Plan for qualitative improvement. It is proposed to strengthen the centres of advanced studies set up during the Third Plan and to start new centres in humanities and sciences during the Fourth Plan. Provision has been made for hostels, day student homes and reading seats, staff quarters, summer institutes and other improvement programmes.

18. *Points for Consideration*

(1) Restriction of admissions

(2) Emphasis on correspondence courses and evening colleges

(3) Policy in regard to the setting up of new universities

(4) Measures needed for improvement of affiliated colleges

(5) Loan scholarships and their administration

(6) Step up in postgraduate and science education.

MEMORANDUM

ON

ITEM NO. II (VI): FOURTH FIVE-YEAR PLAN—SOCIAL EDUCATION

(Note by Ministry of Education)

The concept of social education as set out in a preliminary note prepared by the Standing Committee of the CABE was approved at the October session of the CABE. The matter was gone into detail by the National Study Group on Social Education (on 21st to 26th September, 1964). The guide-lines for the approach to the Fourth Plan which were communicated to the State Governments by the Planning Commission in its letter dated 16th January 1965 stressed the importance of undertaking a comprehensive programme of social education. Special pilot projects have been sanctioned as advance action schemes to be taken up in 1965-66 so that the schemes to be included in the Fourth Plan can have a good start.

2. The main features of the new approach and programmes may be stated as under:

(i) The pace at which adult literacy programmes have been proceeding during the three Plan periods is very slow. It will have to be accelerated a great deal to make a marked impact in the eradication of illiteracy.

(ii) The large-scale programmes to be developed as an intensive campaign will have to be taken up largely through concerted voluntary effort to be organised by various agencies in the field.

(iii) In order to achieve the main purpose of social education, literacy programmes will have to be sustained through a follow-up programme with a view to make adult literacy a medium for economic development.

(iv) The library services for the purpose of sustaining literacy and for making it development-biased will have to be strengthened and extended so as to cover the entire field through a vast programme.

(v) A good deal of literature suited to the purpose mentioned earlier will have to be produced in all the languages of the country according to requirements and supplied to the net-work of libraries. This should be supplemented by an adequate programme of audio-visual demonstration and instruction so that

persons who are not yet literate may also develop their efficiency as workers on the farm or the factory, as the case may be.

(vi) An adequate programme of training, research, production of literature, development of new techniques etc. will have to be taken up Centrally and the results made available to the States/Union Territory Administrations for use by them.

3. Appendix XI gives statistics about the existing position in regard to adult literacy in different States/Union Territories and Appendix XII spells out the Government of India's tentative thinking about allocations for various schemes of social education in the Fourth Plan. It may be mentioned here that the Fourth Plan proposals (Appendix XIII) received from the State Government generally give an impression that adequate stress has not been laid on the special features which have been listed in para two above illustratively, with the result that the total physical and financial targets fall far short of those envisaged in earmarking the funds indicated in Appendix XII.

4. The Education Ministers' Conference may consider this matter and indicate the nature and size of the programme to be taken up in the Fourth Plan. The proposals of the States will have to be suitably revised in the light of the recommendations to be made in this behalf.

5. In a number of previous meetings/conferences it has been stressed that the programme of social education should be administered in the States/Union Territories by the Education Departments. Actually however in many units other departments/ministers are handling the subjects of social education. The Conference may suggest how coordination of all these programmes can be brought about where social education is not dealt with in the Education Department.

APPENDIX XI

PERCENTAGE OF LITERACY IN INDIA 1951-61

State	1951			1961		
	Men	Women	All Persons	Men	Women	All Persons
1	2	3	4	5	6	7
Andhra Pradesh . .	19·7	6·5	13·1	29·7	11·8	20·8
Assam . . .	27·4	7·9	18·3	35·5	14·6	25·8
Bihar. . . .	20·5	3·8	12·2	29·6	6·8	18·2
Gujarat . . .	32·3	13·5	23·1	40·8	19·1	30·3
Jammu & Kashmir .	N.A.	N.A.	N.A.	16·3	4·2	10·7

1	2	3	4	5	6	7
Kerala . . .	50·2	31·5	40·7	54·2	38·4	46·2
Madhya Pradesh. .	16·2	3·2	9·8	26·7	6·6	16·9
Madras . . .	31·7	10.0	20·8	43·0	17·3	30.2
Maharashtra . .	31·4	9·7	20·9	41·8	16·7	29·7
Mysore . . .	29·1	9.7	19·3	36·0	14·2	25·3
Orissa . . .	27·3	4·5	15·8	34·4	8·6	21·5
Punjab . . .	21·0	8·5	15·2	32·4	13·7	23·7
Rajasthan . . .	..	..	..	22·8	5·7	14·7
Uttar Pradesh . .	17·4	3·6	10·8	26.7	..	..
West Bengal . .	34·2	12·2	24·0	40.0	16·8	29·1
A & N Islands .	34·2	12·3	25·8	42·4	19·4	33·6
Delhi . . .	43·0	32·3	38·4	58·9	41·1	51·0
Himachal Pradesh .	12·6	2·4	7·7	22·6	6.0	14·6
L. M. & A. Islands .	25·6	5·3	15·2	35·9	10·9	23·3
Manipur . . .	N.A.	N.A.	N.A.	N.A.	N.A.	26·4
Tripura . . .	22·3	8.0	15·5	32·2	11·4	22·2
NEFA . . .	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Pondicherry .	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
INDIA .	24·9*	7·9*	16·6*	33.9	12·8	23·7

*Excludes Jammu & Kashmir.

APPENDIX XII

TENTATIVE ALLOCATION FOR SOCIAL EDUCATION PROGRAMMES IN THE FOURTH PLAN

Name of the Item	Proposed Allocation Rs. in lakhs
1. Literacy	2,000
2. Literature for Neoliterates and the General Reading Public .	2,000
3. Library Organisations	2,900
4. Central and Centrally Sponsored Schemes	500
TOTAL .	7,400 or 74 crore

APPENDIX XIII

OUTLAY ON SOCIAL EDUCATION SCHEMES PROPOSED BY THE STATES FOR THE FOURTH PLAN

Sl. No.	Name of the State/Union Territories	Scheme	Outlay Proposed for IV Plan	Physical targets proposed by the Central Working Group in terms of number of Adults to be made Literate
1	2	3	4	5
			Rs. in Lakh	Figures in Lakh
1	Andhra Pradesh	Expansion of library facility .	0·76	35
		Social education . . .	1·00	
		TOTAL—A.P. .	1·76	
2	Assam . .	Schemewise detail not available	N.A.	30
3	Bihar . .	1. Intensive literacy programme in selected districts . . .	5·60	35
		2. Promotion of literary programme in selected Blocks in remaining districts .	11·20	
		3. Training of library personnel	2·40	
		4. Development of library services . . .	29·75	
		TOTAL—Bihar .	48·95	
4	Gujarat . .	1. Library development scheme	30·00	35
		2. Adult literacy programme	10·00	
		TOTAL—Gujarat	40·00	

1	2	3	4	5
5	Jammu & Kashmir	Not indicated . . .		15
6	Kerala . .	Literacy movement . .	45·00	25
		TOTAL—Kerala	45·00	
7	Madhya Pradesh	1. Distribution of radio sets with the objective of providing a set for every panchayat and every village with a population of 500 and above	41.36	35
		2. Strengthening seven divisional and forty-three radio workshops . .	7·80	
		3. Every panchayat to be served with a circulation library by the end of Fourth Plan	47·499	
		4. Every panchayat to be provided a reading room by end of the Fourth Plan .	31·75	
		5. Running adult literacy classes	289·835	
		6. Two non-official kalapathak parties for every block	14·66	
		7. Production of literature .	7·82	
		TOTAL—M.P. .	440·724	
8	Madras . .	Not available . . .		30
9	Maharashtra .	1. Details not available (Regional, control of establishment of 17 mobile library units in rural areas)		35
10	Mysore . .	1. Eradication of illiteracy among adults . . .	630·00	
		2. Development of library service in the State .	90·00	
		TOTAL—Mysore .	720·00	

1	2	3	4	5
11	Nagaland .	1. Social education adult education centres .	4·50	0·10
		2. Library in educational institutions . .	15·00	
		TOTAL—Nagaland .	19·50	
12	Orissa . .	1. Production of social education literature . .	6·00	30
		2. Removal of illiteracy .	20·00	
		3. Starting district libraries .	4·45	
		4. State Libraries . .	15·00	
		5. Grants to village libraries	7·00	
		6. Starting block libraries .	4·16	
		TOTAL—Orissa .	56·61	
13	Punjab . .	Not proposed . . .		32
14	Rajasthan .	Third Plan Schemes . .	40·48	
		New Schemes		
		1. Eradication of illiteracy.	64·00	32
		2. Award of prizes to panchayats . . .	5·00	
		3. Supply of suitable books for neo-literates . .	16·00	
		4. Publication of weekly newspapers . . .	7·36	
		5. Continuation education centre . . .	15·00	
		6. Adult schools . .	3·47	
		7. Training camps and seminars . . .	5·00	
		8. Strengthening of administrative set-up-State-level	2·70	
		9. Grants to social education board . . .	7·50	
		10. Development agencies of informal education .	1·00	
		TOTAL—Rajasthan .	167·51	

1	2	3	4	5
15	Uttar Pradesh .	1. Supply of daily newspaper to rural libraries . .	1·93	40
		2. Supply of daily newspaper to primary school libraries	73·50	
		3. Strengthening State/Central libraries . . .	9·81	
		4. Strengthening existing nine district libraries .	9·14	
		5. Establishment of 25 new libraries in the State	42·79	
		TOTAL—U.P. .	137·17	
		(N.B. The schemes on adult literacy are being implemented by C. D. Deptt. which organises adult literacy classes and other programme of social education).		
16	West Bengal .	Social education . . .	300·00	35
17	Andaman & Nicobar Islands.	Not available . . .		0·20
18	Delhi Administration	Central Library (details not furnished)		6·00
19	Himachal Pradesh	Not indicated . . .		10·00
20	L.M. & A Islands	Spreading literacy and training health habits and organisation of women welfare centres . . .	0·25	0·20
21	Manipur Administration	Not available . . .		1·50
22	NEFA . .	Adult education centre .	3·30	0·50
23	Pondicherry .	1. Expansion of adult literacy	1·91	0·50
		2. Expansion of library seminar	1·815	
		TOTAL—Pondicherry .	3·725	

1	2	3	4	5
24	Tripura . .	Social education and library service	67·16	1·00
25	Goa, Daman and Diu	Not available . . .		15.00
26	Dadra & Nagar Haveli	Adult programme not mentioned		
		GRAND TOTAL .	2051·659	500

MEMORANDUM
ON

ITEM No. II (VI)—(CONTD.) : ADULT LITERACY THROUGH UNESCO PROJECTS

Unesco has decided to assist intensified programmes in certain selected areas of the world on experimental basis. Since extent of illiteracy and socio-economic conditions vary from country to country, it has been decided by that world body to assist with equipment and technical advice implementation of a number of pilot projects on adult literacy. This programme would be implemented from 1966. It has also been tentatively decided by Unesco that such projects would be assisted by them in eight different countries of the world.

2. In response to this offer, the Government of India has also indicated its willingness to participate in this "World Literacy Programme". Proposals have been submitted for 16 literacy pilot projects in India and a list of audio-visual equipment and reading materials has also been submitted for Unesco's consideration. The "World Literacy Programme" as implemented through the literacy pilot projects in various parts of the world will be systematically evaluated at the end of three years. These projects are to be related to continuing education, vocational and practical training for the youth and the socio-economic development of the countries concerned.

3. The experience gained from these pilot projects will indicate the causes of slow progress of literacy, the various obstacles that impede progress of literacy and the methods and techniques most useful under the prevailing circumstances of the countries concerned. The reaction of Unesco to our proposals has not yet been received.

MEMORANDUM
ON
ITEM NO. II (VII) : NATIONAL PROGRAMME OF PHYSICAL EDUCATION

(Note by Ministry of Education)

The Education Ministers will kindly recall that the Central Advisory Board of Education at its meeting held in October, 1964 had approved the Government of India's proposal to introduce an 'Integrated Programme of Physical Education' in the schools all over the country in accordance with the recommendations made by the Kunzru Committee and had suggested that detailed arrangements for the implementation of the decision should be made by the Government of India in consultation with the State Governments.

2. In pursuance of the above recommendation, the Ministry of Education convened 2 meetings of State Education Secretaries and Directors of Public Instruction/Directors of Education at New Delhi on 27th February and 8th April, 1965 to discuss in detail the implementation of the new programme. The unanimous recommendations made at these meetings are reproduced below for information :

(1) The new programme may be called the 'National Programme of Physical Education', but N.F.C. may also be given a suitable place in it.

(2) This new programme of physical education may come into force from the academic session 1965-66. In States like Bihar where the session commences from January, the programme will take effect from January, 1966.

(3) As the first priority, all the high and higher secondary schools numbering about 22,000 may be covered under the new programme with the help of about 25,000 physical education teachers and N.D.S. instructors who are already in the field. However, in such of the schools as are at present covered by the A.C.C. and where the new programme for one reason or the other cannot be introduced, the A.C.C. may be allowed to function for 1965-66 to avoid vacuum. Nevertheless, there may be no expansion of A.C.C. during 1965-66, nor might there be any replacement of the cadets who pass out. In other words, A.C.C. may continue to exist in a limited way in such schools for 1 year more only where the arrangements for introducing the new programme cannot be

carried out during this year. The A.C.C. might, however, cease to exist completely from the academic session 1966-67.

(4) In addition to the existing high and higher secondary schools, about 11,000 new schools which are expected to come up during the Fourth Plan period and all the middle schools numbering about 60,000 are likely to be brought under the new programme in a phased manner by the end of the Fourth Plan. For this purpose it is proposed to provide on priority basis, 1 physical education teacher to each of the high and higher secondary schools and such of the middle schools which have an enrolment of 250 and above, while in the case of all other middle schools a subject teacher having a special flair for physical education may be selected and imparted reorientation training so that he may be fit to impart training under the new programme to the pupils in his/her control.

(5) A massive programme of imparting reorientation training to the existing physical education teachers, the N.D.S. instructors and such of the A.C.C. teachers who opt for the new programme is already in operation under the N.D.S. Directorate and it is expected that a good number of the instructors would be imparted necessary training during the course of the current academic year. Most of the middle school teachers will, however, be imparted necessary training during the course of the Fourth Plan period as their number is very large and will have to be spread over 4-5 years.

(6) In order that there is uniformity in the implementation of the new programme, a national syllabus has been prepared to be followed by all schools as also by the training colleges of physical education and the assistance of all the universities/State Gvernments/secondary boards etc. is being sought for its implementation.

(7) As per recommendations made by the State Education Secretaries, it has been decided to transfer the services of about 7,000 existing N.D.S. instructors to the control of the State Governments by 1st March, 1966 at the latest and it is expected that the State Governments will be reimbursed in full the expenditure on salaries and allowances of these instructors during the Fourth Plan period.

(8) As regards the financial implications of the new programme it has been agreed to that the States will provide for the employment of a requisite number of physical education teachers under the Fourth Plan covered in the provision which is being made for teachers under the secondary education and elementary education programmes based on the teacher-student ratio of 1:25 for secondary schools and 1:30 for elementary schools. The expenditure on the salaries of the existing N.D.S. instructors will be reimbursed to States by the Government of India as mentioned above. Besides, all expenditure on reorientation training, refresher courses and on the running of the existing Central Training Institutes to produce fresh instructors is expected to be borne by the Government of India.

3. The Education Ministers are requested to confirm the above-mentioned unanimous recommendations of the State Education Secretaries and D.P.I's and are also requested to give suitable directives to their State Education Departments to ensure that the recommendations are implemented effectively and speedily. In particular, physical education teachers from various States should be sent for reorientation according to an agreed programme so that the switchover is made smooth and according to schedule. Needless to mention that the implementation of this programme is a matter of extreme importance, because physical education has hitherto been a neglected subject and unless energetic efforts are made by all concerned, it may be difficult to achieve the targets, namely, to provide each school with the requisite physical education facilities at a modest scale at present, and in due course according to the teacher-pupil ratio of 1:250 as provided in the 'National Plan for Physical Education and Recreation.'

MEMORANDUM

ON

ITEM NO. II (VII)—(CONTD.) : SCHEME OF NATIONAL SCHOLARSHIPS

(Note by Ministry of Education)

The Union Ministry of Education handles a large number of schemes of scholarships. Two of these; the National (Grant) Scholarships scheme and the National Loan Scholarships scheme are at present implemented through the State Governments. This note is confined to these two schemes.

2. The National (Grant) Scholarships scheme has been in operation since 1961-62. The Third Plan expenditure on this scheme is estimated to be Rs. 256 lakh as against the Plan provision of Rs. 308 lakh. Under this scheme, 2,650 fresh awards for post-matriculation studies are made every year. The awards are announced by the Ministry on receipt of merit lists from the various examination authorities, and after that the operation of these awards, including payments, is handled by the State Governments.

3. While approving the National Scholarships scheme, the Union Cabinet directed that a loan scheme may also be started. Accordingly, the National Loan Scholarships scheme was put into operation from 1963-64 to cover bright students who could not be accommodated under the National (Grant) Scholarships scheme. In the first year, all the 18,100 awards proposed to be made could not be utilised fully, because there was lack of adequate publicity. In 1964-65, the number of awards was raised to 22,300 and it is expected that this allotment will be utilised in full. In the current year (1965-66), the number has further been raised to 26,500. The selection and announcement of the awards under this scheme is done entirely by the State Governments within the terms and conditions of the scheme.

4. Thus it may be stated that during the Third Plan, 51,000 fresh scholarships have been awarded during the first four years and another 29,400 fresh awards will be made in the fifth year, bringing the total number of fresh awards during the Plan to 80,400. In terms of financial outlay, nearly Rs. 12 crore would have been spent during the Plan on these two schemes of national scholarships.

5. The coverage at the end of the Third Plan under both schemes would be limited to about 25% of the 1st class students and less than 2% of those passing various examinations at the school-leaving and university stages. In the Fourth Plan, it is proposed to cover a much larger percentage of the eligible students and tentatively 50,000 additional awards for each year have been suggested. Of these, 17,000 may be under the National (Grant) Scholarships scheme and 33,000 under the National Loan Scholarships scheme.

6. Both these schemes are of great national significance as they contribute to raise the general standard of education and to democratize the educational facilities. Their working during the

past few years has, however, revealed a number of weaknesses some of which are indicated below :

(i) The number of available scholarships is too small as compared to the number of eligible students;

(ii) The terms and conditions of the scheme create hardship for some categories of students;

(iii) The announcement of the award of scholarships is done rather late;

(iv) The payment of the scholarship money is delayed;

(v) The decision on the renewal of scholarships is not done in time;

(vi) The 'means test' is not desirable when the scholarships are made only on the basis of merit of the students.

These difficulties have recently been examined in detail and to remove them several measures have been taken or are being taken.

7. The size of the scheme is proposed to be enlarged in the Fourth Plan as is indicated in para 5 above. The terms and conditions of the scheme of National Loan scholarships have recently been revised and the revised scheme has been introduced from the academic session 1964-65 itself. All the State Governments were requested to review all hard cases which were pending and others due for consideration under the revised terms of the scheme. The National Scholarships (Grant) scheme has also been revised similarly. The terms and conditions of the revised schemes will also facilitate decisions on the renewal of the scholarships.

8. From the academic session 1965-66, an entitlement card is proposed to be issued to each awardee of the scholarship. On the presentation of this card, the scholar should be admitted in the institution of his choice, if he is otherwise due for the admission, without payment of admission, deposit and advance tuition fees. The latter can be deducted from the first instalment of the scholarship money which is to be received from the Government.

9. The remaining matters pertaining to the complaints are dependent on an amendment in the application of the "means test" and improvement in the procedural and administrative machinery. The time-consuming scrutiny to find the parents' income through the tehsil or the taluka authorities in each case

is proposed to be given up and an affidavit from the parents stating their income may be accepted for the award of the scholarship. The existing procedures relating to the payment of the scholarship money have also been studied and simpler and quicker methods are proposed to be introduced from the 1965-66 session, as far as possible.

10. The success of the revised procedures, as also of the existing ones, depends on the administrative machinery to operate them. The existing machinery in the States and Territories has been reported to be very inadequate to cope with the present work, nothing to say of the bigger schemes to be launched during the Fourth Plan. In several States, there is no officer or establishment exclusively working on the implementation of these schemes. The creation of a central autonomous organization for the schemes of National Scholarships is not considered to be necessary at this stage. The existing Regional Offices of the Ministry looking after technical education alone are too few and too small to be given the additional work of the scholarships. The administrative machinery for the operation of these schemes as, therefore, to be reorganized and strengthened to do the present work efficiently and to cope with the requirements of the Fourth Plan in a bigger way. What should be the most appropriate agency to implement the schemes and what is the extent to which strengthening is called for in the existing administrative machiney are also under consideration.

The Conference may offer suggestions for improving the work. It may also like to emphasize immediate introduction and vigorous follow-up of all measures introduced to tone up the implementation of the schemes.

MEMORANDUM

ON

ITEM NO. II (VII)—(CONTD.) : **AWARD OF NATIONAL SCHOLARSHIPS**

(Note by Government of Orissa)

National Scholarships are awarded to students, by the Government of India, on considerations of merit and poverty. Students securing top positions at the university and secondary board examinations are eligible for such scholarships, if the income of their fathers or guardians are below certain prescribed limits. If a person has an income below Rs. 6,000 a year, his son or daughter is eligible for full scholarship. If the income is more

than Rs. 6,000 and less than Rs. 12,000 then the student is eligible for half the scholarship. If the father's income exceeds Rs. 12,000 then the son or daughter is not eligible for the National Scholarship.

Certain difficulties are being experienced in the award and administration of these scholarships. The State Government has its own scholarships of various categories. In the State of Orissa, on the results of the high school certificate examination, two types of scholarships are awarded, *viz.*, Merit Scholarship and Merit-*cum*-Poverty Scholarship. The Merit Scholarship is at the rate of 35 and Rs. 30 per month and the Merit-*cum*-Poverty Scholarship is at the rate of Rs. 25 per month. At this stage, the National Scholarship amounts to Rs. 50 per month for those who are day-scholars and Rs. 60 per month for those who put up in hostels. National Schorlarships are awarded to top students and then Merit and Merit-*cum*-Poverty Scholarships of the State Government are awarded to candidates who come below the National Scholarship awardees. The Merit and Merit-*cum*-Poverty Scholarships cannot be awarded until the award of National Scholarships is received. Sometimes, to avoid delay, the State Government scholarships are awarded to candidate and subsequently, when the National Scholarship awards are received the entire scholarship list as to be revised. This creates delay in the award of scholarships and complication in the revision of awards from time to time. It is suggested, therefore, that the conditions for the award of National Scholarships may be definitely laid down and each Government may be informed as to the number of National Scholarships to be awarded at different stages in the State. If this is done, the State Education Department would award all scholarships including National Scholarships and send the necessary information to the Government of India. This would simplify the procedure and avoid delay.

The criteria in regard to income test for the award of National Scholarships appears to need revision. A student obtains a Merit Scholarship in recognition of his merits. The scholarship awarded to him is what is due to him on account of his examination results. Whether the National Scholarship should be awarded to him or not should not, therefore, depend on his father's income. If the son of a well-to-do person stands first in the secondary board examination or in the university, he should get the National Scholarship by virtue of his merit and there need not be any income test applicable to him. Merit should be rewarded and this should be recognised in the award of National Scholarships.

The income test has created difficult situations in regard to administration. A person belonging to the income-group of less than Rs. 6,000 a year may get some additional income during the course of a year and, therefore gets himself transferred to the income-group of Rs. 6,000 to Rs. 12,000 in which case the scholarship admissible to his son or daughter is to be reduced by half. Similarly, if in course of the year a person's income from a particular date goes to exceed Rs. 12,000 his son or daughter would cease to get the scholarship. In case of Merit Scholarships awarded by the State Government, the students would have continued to enjoy the scholarship, irrespective of the change in the income of his father or guardian. The income test prescribed for award of National Scholarships creates, therefore, complications during the tenure of the scholarships and inflicts unnecessary hardships in particular cases.

Collection of income statistics about students has created trying situations. Very often, a student is unable to get an income certificate from competent persons. Quite often there is good deal of delay in collecting such income certificates from all the eligible students. In the result, the award of scholarships is delayed and various complaints are received about the production of income certificates.

It may further be stated that since a well-to-do man has got to bear taxation with reference to his income property and wealth, there may not be adequate justification for depriving his son or daughter from getting a National Scholarship, because of the affluent condition of the father. It is, therefore, suggested that a National Scholarship should respect merit and merit alone, irrespective of the economic condition of the father or guardian of the students concerned. The income test may be abolished in the award of National Scholarships.

MEMORANDUM
ON
ITEM NO. II (VII)—(CONTD.) : FOURTH FIVE-YEAR PLAN—LANGUAGES

I. HINDI

Article 351 of the Constitution declared Hindi as the official language of the Union of India and made the Union Government responsible for its development and propagation, through the Ministry of Education. To fulfil this objective the programme of development and propagation of Hindi was planned in three stages, broadly coinciding with the First, the Second and the Third Five-Year Plans.

The problem of propagation and development of Hindi was an uphill task and required colossal funds. To begin with, a humble provision of Rs. 3 lakh was made for the First Plan; it was raised to Rs. 50 lakh in the Second Plan against which there was an expenditure of Rs. 24.61 lakh. In the Third Plan, a provision of Rs. 235 lakh was made and in the first four years, an expenditure of Rs. 316.91 lakh was incurred. The budget provision for 1965-66 is Rs. 1,84,45,000. The increase over the Plan allocation is due to the fact that at the instance of Chief Ministers' Conference, the Planning Commission and the Ministry of Finance agreed to provide over Rs. 1 crore over and above the budgeted provision in the current year for two schemes, *viz.*, appointment of Hindi teachers in non-Hindi speaking States and grants to Voluntary Hindi organisations.

The comparatively slow pace of expenditure on some of the schemes is mainly due to the fact that most of the schemes had to be initially put on a fair footing. The spade work has now been done and the various programmes are now being implemented with increased tempo.

On the basis of the progress made and the results obtained, it has been decided to continue the schemes already in hand and introduce a few new ones. The main schemes relating to propagation and development of Hindi which are at present being implemented by the Ministry are as under:

Appointment of Hindi Teachers in non-Hindi speaking States

1. Under this scheme, 100% financial assistance is given to the non-Hindi speaking States for appointment of one Hindi teacher in each primary, middle, high and higher secondary school. During the first four years of the Plan, an expenditure of Rs. 2,17,05,454 has been incurred. During 1965-66, a provision of Rs. 1 crore has been made.

Hindi Teachers' Training Colleges in non-Hindi speaking States

2. To provide adequate number of trained teachers in non-Hindi speaking States, financial assistance is given on an 100 per cent basis for the establishment of Hindi teachers' training colleges. So far, 9 teachers training colleges have been opened as under:

Andhra Pradesh	2
Gujarat	1
Kerala	1
Madras	1
Mysore	3
West Bengal	1

Besides, 10 teachers training-centres have been opened in Maharashtra. The Government of India also set up a Central Institute at Agra for the training of Hindi teachers, particularly from the non-Hindi speaking States.

Grants-in-aid to Voluntary Hindi Organisations

3. The voluntary Hindi organisations have been playing an important role in the propagation and development of Hindi, particularly in the non-Hindi speaking States. With a view to encouraging them, the Government of India give liberal financial assistance for implementing approved schemes. A total provision of Rs. 25 lakh was made in the Third Plan for this purpose. The expenditure incurred so far amounts to Rs. 23.08 lakh. The other schemes relating to the development of Hindi at present being implemented by the Ministry are: Preparation, translation and publication of books in Hindi of university level and in other Indian languages, preparation of dictionaries, encyclopaedias, Terminology, indices, reading materials, learning aids and other reference books.

Free Supply of Hindi Books for Schools, Colleges and Public Libraries

4. Under this scheme, selected Hindi books are supplied free to non-Hindi speaking States for their schools, colleges and public libraries with a view to creating interest in Hindi in non-Hindi speaking people. Against a provision of Rs. 15 lakh in the Third Plan an expenditure of Rs. 5.28 lakh has been incurred up to 1964-65. During the current financial year, a provision of Rs. 4 lakh has been made.

In pursuance of the Presidential Directive of the 27th April, 1960, a Commission for Scientific and Technical Terminology was set up to evolve terminology in technical and scientific subjects. The following functions were specifically assigned for the Commission:

(a) Review of work done so far in the field of scientific and technical terminology;

(b) Formulation of principles relating to co-ordination and evolution of scientific and technical terminology in Hindi and other languages;

(c) Co-ordination of the work done by the different agencies in the States in the field of scientific and technical terminology and approval of glossaries for use in Hindi and other Indian languages as has been submitted to it;

(d) The Commission was also given the discretion to take up preparation of standard scientific textbooks using the new terminology evolved or approved by it, preparation of scientific and technical dictionaries and translation into Indian languages of scientific books in foreign languages.

The Commission has also since undertaken the evolution of terminology in the humanities and social sciences.

II. SANSKRIT

The Government of India set up a Sanskrit Commission under the chairmanship of Dr. Suniti Kumar Chatterji in June 1956-57 to examine the position of Sanskrit education in all its aspects. The Commission submitted its report in November, 1957.

As recommended by the Commission, a Central Sanskrit Board was set up in August, 1959 under the chairmanship of (the late) Shri M. Patanjali Sastri, retd. Chief Justice of India. The Board advises the Government on matters relating to propagation and development of Sanskrit. Shri D. V. Potdar, Vice-Chancellor, Poona University is now the Chairman of the Board.

During the Second Five-Year Plan, a sum of Rs. 10 lakh was originally provided for the propagation and development of Sanskrit which was subsequently reduced to Rs. 5 lakh due tc over-all cut in the allocation of the Ministry. Out of this meagre sum, a sum of about Rs. 1 lakh was spent on the Sanskrit Commission. Within this limited balance of Rs. 4 lakh, no ambitious scheme could be taken up. However, a small beginning was made with this amount and grants to voluntary Sanskrit organisations, institutions, pathasalas and Sanskrit journals to the tune of Rs. 3,02,000 were given during the Second Plan period. The programme of activities relating to the development of Sanskrit in this Ministry has, in fact, gained momentum during the Third Five-Year Plan. The Third Plan allocation for the development of Sanskrit is Rs. 75 lakh as follows:

	Rs. in lakh
(i) Grants to voluntary Sanskrit Organisations	15
(ii) Grants to gurukulas	10
(iii) Production of Sanskrit Literature	7
(iv) Scholarships for products of pathasalas	5
(v) Centrally sponsored scheme of scholarships to Sanskrit students of secondary schools	7·5

(vi) Establishment of Central Sanskrit Institute	15
i) Modernisation of Sanskrit pathasalas	7·5
(viii) Preparation of dictionaries	3
(ix) Providing facilities for the teaching of Sanskrit in secondary schools	4
(x) Implementation of other recommendations of the Sanskrit Commission (including financial assistance to Sanskrit Pandits in indigent circumstances, Sanskrit elocution contest and meetings of the Central Sanskrit Board)	1
(xi) Grants to State Governments for their schemes relating to propagation and development of Sanskrit	1

N.B.—The Central Sanskrit Board in its meeting held in September, 63 recommended that this scheme should also be included in the Third Five-Year Plan. Expenditure on this scheme is to be met out of the savings from other schemes.

A sum of Rs. 41.43 lakh has been spent in the first four years of the Third Five-Year Plan. A brief note on each of the schemes is given below:

Grants to Voluntary Sanskrit Organisations

1. Under the scheme, grants are given to voluntary Sanskrit organisations *inter alia* for the following purposes :

(i) Construction, repairs or expansion of buildings;

(ii) Strengthening of libraries;

(iii) Training and appointment of Sanskrit pracharakas;

(iv) Purchase of propaganda equipment for propagation of Sanskrit.

Grants to Gurukulas

2. On the advice of the Central Sanskrit Board, 11 selected institutions have so far been recognised as gurukulas for the purpose of payment of grants under the scheme. Considering their residential character working in rural environments and their emphasis on the traditional way of life, these Gurukulas deserve special treatment.

Production of Sanskrit Literature

3. Under the scheme, prizes are awarded to the best readers for children and grants are given for bringing out important out-of-print Sanskrit books. The readers for classes VI, VII and

VIII have already been awarded prizes under this scheme. A good number of important out-of-print Sanskrit books have also been brought out. By giving a subsidy of Rs. 30,000 for bringing out reprint of Apte's 'Student's Sanskrit-English and English-Sanskrit Dictionaries', we have been able to reduce the sale-price of both the books from Rs. 32 to Rs. 10 per set. Under the scheme, this Ministry also purchases important Sanskrit books for free distribution to various institutions all over the country.

Scholarships for Products of Sanskrit Pathasalas

4. Under the scheme, scholarships are awarded to such of the products of the Sanskrit pathasalas as have already completed their final examinations in their respective fields and who want to carry on further research in their subjects. The value of the scholarship is Rs. 150 p.m.

Centrally Sponsored Schemes of Merit Scholarships to Sanskrit Students of Secondary Schools

5. This scheme is intended to encourage students studying in secondary/higher secondary schools to take up Sanskrit as a subject of their studies. Under the scheme, scholarships are paid to students offering Sanskrit in secondary and higher secondary schools @ Rs. 10 p.m. The payments to students are made through the State Governments concerned.

Establishment of Central Sanskrit Institute

6. On the recommendations of the Board, a Central Sanskrit Institute (Kendriya Sanskrit Vidyapeetha) has been established at Tirupati, Andhra Pradesh, with a view to imparting training in improved methods of teaching Sanskrit and conducting research in specialised branches of Sanskrit learning. The Vidyapeetha is managed by an autonomous body called the Kendriya Sanskrit Vidyapeetha Tirupati Society registered under the Societies Registration Act, 1860. The entire expenditure on the maintenance of the Vidyapeetha is met by the Government of India.

Modernisation of Sanskrit Pathasalas

7. Under the scheme, grants are given to Sanskrit Pathasalas through State Governments for introducing modern subjects as recommended by the Board in their reorganised scheme of Sanskrit education.

Preparation of Dictionaries

8. The intention of the scheme was to bring out some special types of dictionaries relating to different Sastras. It is now proposed to implement the scheme in the Fourth Five-Year Plan.

For the present, the funds allocated for this scheme are being utilised for other more important schemes.

Providing Facilities for the Teaching of Sanskrit in Secondary Schools

9. Under the scheme, grants are paid to the secondary schools through State Governments for providing facilities for the teaching of Sanskrit either as a part of the composite course or as an optional subject of study.

Implementation of Other Recommendations of the Sanskrit Commission (including Financial Assistance to Sanskrit Pandits in Indigent Circumstances, Sanskrit Elocution Contest and Meetings of the Central Sanskrit Board).

10. (a) *Financial Assistance to Sanskrit Pandits in Indigent Circumstances :*

Under this scheme, financial assistance is given to Sanskrit Pandits who are in indigent circumstances, or to dependents of such Pandits who leave their families unprovided for. Only such Pandits whose annual income does not exceed Rs. 1800 per annum are eligible for a grant under the scheme.

(b) *All India Sanskrit Elocution Contest :*

The purpose of this scheme is to give an impetus to Sanskrit students trained on traditional lines in the critical exposition of respective Sastras. Eight gold medals and 8 silver medals are awarded along with cash prizes of Rs. 150, Rs. 75 and Rs. 50 to first, second and third winners respectively in 8 different fields of the contest held annually. A running shield is also awarded to the team whose over-all performance is adjudged the best. Three such contests have already been held in Ujjain.

(c) *Central Sanskrit Board :*

The Central Sanskrit Board has so far held 16 meetings. It meets thrice or four times a year to consider the requests for grants under the various schemes enumerated above. Besides, its committees or sub-committees meet more often.

Improvements of Pay Scales of Sanskrit Pandits in Pathasalas

11. The scheme is being formulated in consultation with the State Government and Central Sanskrit Board.

III. Modern Indian Languages

With a view to promoting and developing the various regional languages of India, the Government of India formulated a scheme entitled, "Development of Modern Indian Languages", towards the beginning of the Second Five-Year Plan period. Under this scheme, grants-in-aid are sanctioned to State Governments/ literary institutes etc. for bringing out suitable publications like encyclopaedias, bilingual dictionaries, books of knowledge etc. etc. in different Indian languages listed in the eighth schedule of the Constitution (except Hindi) including English, Sindhi, tribal languages etc. and grants amounting to more than Rs. 13 lakh were sanctioned during the Second Plan period.

The scheme has a Third Plan provision of Rs. 55 lakh and up to 1964-65 nearly Rs. 26.3 lakh have been paid for the development of various Indian languages. It is proposed to continue/ implement in the Fourth Five-Year Plan the schemes with plan provisions of Rs. 543 lakh.

MEMORANDUM

ON

ITEM NO. II (VIII) : **FINANCIAL ALLOCATIONS BETWEEN THE CENTRAL AND THE STATE SECTORS OF THE FOURTH PLAN AND THE PATTERN OF CENTRAL ASSISTANCE**

(Note by the Ministry of Education)

In the memorandum on the Fourth Five-Year Plan, which was placed before the National Development Council by the Planning Commission, the following break-up of the allocation of Rs. 1400 crore for education was indicated :

	Rs. in Crore
Central Sector	350
State Sector	950
Union Territories	100
Total	1400

This break-up is, however, tentative and it can be finalised only on the basis of a decision on a number of factors including the quantum of Central assistance, plans of the States and Union Territories, and the schemes to be included in the Central sector. All these are at different stages involved in the process of planning.

2. Various approaches have been adopted during the First, Second and Third Plans in the field of Central assistance to the States. In the Third Plan, some of the schemes included in the Centrally sponsored sector required matching contribution from the State Government. Central assistance in different ratios was also available during the Third Plan on the following pattern for the schemes included in the State Sector:

Scheme	Pattern of Assistance
Special scheme relating to girls' education	100%
Teachers' training	100%
Appointment of additional teachers for primary schools	50%
Conversion of high schools into higher secondary schools	50%
Improvement of science teaching in secondary schools	75%
Scholarships for primary and secondary school students	75%
Improvement of emoluments of teachers	50%

3. The question as to which types of schemes should be included in the Fourth Plan in the Central or Centrally sponsored sector (other schemes, by implication will belong to the State Sector) has been considered by several all India bodies or conferences. The All India Council for Secondary Education recommended that schemes of the following categories should, during the Fourth Plan, belong to the Central sector :

(i) Central and regional institutions

(ii) Improvement of libraries, laboratories and workshops

(iii) Teachers' training

(iv) Improvement of multipurpose schools

(v) Textbooks and curriculum

(vi) Upgrading (conversion) of schools

(vii) Development of selected schools

The Conference of the Education Ministers held in April, 1964, made the following recommendation:

"The Centrally Sponsored Sector should be expanded considerably and schemes of qualitative improvement and those having a 'seed value' or multiplying effect should be included in this sector."

Similarly, the Central Advisory Board of Education at its session held in October, 1964 recommended that special measures to encourage girls' education should be included in the Centrally sponsored sector of the Fourth Plan with 100 per cent Central assistance.

4. The mid-Plan appraisal of the Third Plan clearly brought out that the schemes intended for raising the standard and quality of education suffered very seriously because the allocations made for such schemes were diverted in the States to other schemes of educational development. It has also been experienced that the principle of matching contribution, particularly in the case of schemes belonging to the Centrally sponsored sector does not work well.

5. After taking into consideration the various recommendations which have been made on the subject as also the experience gained in the implementation of the schemes belonging to different sectors of the Plan, it has been proposed that during the Fourth

Plan there should be only two sectors: the Central sector and the State sector, and that in the State sector Central assistance should be earmarked in the case of the highest priority of selected schemes. This would mean abolition of the Centrally sponsored sector and would imply that some of the schemes included in the Central sector be implemented through the agency of the States on the basis of 100 per cent Central assistance outside the States' ceilings. It has also been suggested that in order to stick to the priorities given to the various aspects of educational development during the Fourth Plan period, particularly with respect to the schemes directed to improve the quality and standard of education, the Central sector should include schemes of the following categories:

(1) Pilot projects and projects of multiplying and seed value

(2) All India surveys, research and investigations

(3) Qualitative improvement of education

(4) Improvement in the standard of education

(5) Schemes of national significance

(6) Schemes involving collaboration with international and foreign agencies

(7) Schemes for training key personnel

(8) Special provision for removing imbalance in education

(9) Implementation of the recommendations of the Education Commission.

6. As indicated above, no decision has yet been taken by the Planning Commission regarding the extent and pattern of Central assistance during the Fourth Plan. Which of the schemes should be included in the Central sector is also under discussion between the Ministry of Education and the Planning Commission. The Conference may, however, like to reiterate the recommendations made by it last year (reproduced above); it may favour abolition of the principle of matching contribution in the schemes belonging to the Centrally sponsored sector; and it may recommend earmarking of Central assistance in the case of selected schemes included in the State sector.

MEMORANDUM
ON
ITEM NO. II (VIII)—PATTERN OF CENTRAL ASSISTANCE (CONTD.) : IN THE FOURTH FIVE-YEAR PLAN

(Government of Gujarat)

In this State, preparation of draft proposals for the Fourth Five-Year Plan was undertaken about 2 years ago and study groups were constituted by the State Government for formulating these proposals. These study groups appointed various sub-groups to deal with different sectors. One sub-group was constituted for working out proposals for general education. The Planning Department of the State Government indicated that the allocation for general education in the Fourth Five-Year Plan was likely to be of the order of Rs. 25 crore and the sub-group was, therefore, asked to restrict its proposals to this figure. It may be mentioned that the allocation for general education in the Third Five-Year Plan was Rs. 14.10 crore, but the actual outlay during this period is likely to be of the order of about Rs. 18 crore. The sub-group for general education had considerable difficulty in preparing proposals in conformity with this ceiling and after restricting its proposals to the barest minimum requirements, framed proposals totalling Rs. 36.09 crore. These have also been approved by the study group and are to be discussed at a meeting of the State Planning Board. It is possible that many of these schemes may be reduced or eliminated altogether in order to bring them within the State's resources. After the preparation of the draft proposals, we have been receiving various communications from the Ministry of Education and the Planning Commission suggesting inclusion of certain schemes and also suggesting broad guide-lines for the preparation of the proposals. It is submitted that these suggestions have come rather late in the day and if we are to accept them, then the proposals may require considerable readjustment. The outlay will also register a great deal of increase, which would not be in conformity with the instructions given to the study group by the State Planning Department. If all these suggestions are to be incorporated in the State Plan, the Central Government will have to come to assistance of the State Government in a much larger way than in the past. As it is, education is expanding at such a fast rate that it is becoming increasingly difficult to cope with normal expansion alone. Since emphasis in the Fourth Plan has to be shifted to qualitative improvement of education at various levels, this aspect will have to be assisted liberally by the Central Government and the State Government can be left to cope with

the quantitative aspect except perhaps in the field of primary education. The indications that had been given so far by officials of the Central Government are that schemes of qualitative improvement and teacher training will be entirely financed by the Centre during the Fourth Plan. No firm indication on this score, is however, forthcoming. We are now told at the various conferences that are being held from time to time, that the pattern of Central assistance in the field of education during the Fourth Plan has not yet been decided. It is requested that this should be decided without further delay in order to remove uncertainty in planning. In the past there has been some difficulty in availing of the Centrally sponsored schemes because they were not clearly indicated to the States. In order to avoid similar difficulty in the Fourth Plan, the details of the Centrally sponsored schemes as well as the Central sector schemes should be worked out clearly and well in advance.

MEMORANDUM
ON

ITEM NO. III : EMOLUMENTS OF TEACHERS OF UNIVERSITIES AND COLLEGES

The question of emoluments and service conditions of teachers at all stages has been receiving attention from the State Governments and the Centre and various steps have been taken in this regard, such as:

(i) Improvement of salaries (with Central assistance);
(ii) Introduction of the triple benefit scheme (with Central assistance);
(iii) Reduction of disparity in the emoluments of teachers of Government and aided schools;
(iv) Educational facilities like exemption from tuition fees for teachers' children;
(v) Merit scholarships earmarked for children of school teachers;
(vi) National Awards for Teachers; and
(vii) National Foundation for Teachers' Welfare.

During the recent past it has been noticed that teachers and their associations, in certain parts of the country, have taken recourse to representations, agitations etc. for increasing the pay scales or removing the disparities between the teachers of Government schools and those of private schools or the inrtoduction of terminal benefits like the triple benefit scheme. It has been found that although there is a scheme for improvement of salary and service conditions of teachers on the basis of 50% Central assistance the provision that can be made for this in the Plan is not adequate for the needs of the situation. It has also been noticed that while the States take into consideration the increased cost of living and allow an increase in the dearness allowance to their other employees from their revenue budget the increase in respect of teachers is considered as part of developmental expenditure and is, therefore, limited to funds available. In some instances, this has led to curtailment of other development schemes because the amount required for improvement in salaries of teachers was irreducible. In some cases while the State Governments increased the dearness allowance for the teachers in Government schools the same increase has not been given to teachers of aided schools.

There has also been a suggestion that there should be a central wage board or pay commission to determine uniform pay scales of teachers with various qualifications at all the stages. Some of the teachers' associations have asked for a secondary education grants commission with a view *inter alia* to secure increase in the emoluments of teachers throughout the country in the same manner as the standard pay scales for university staff laid down by the UGC.

In this connection the following points may be considered by the Education Minister's Conference:

(i) Any general rise in the emoluments of teachers consequent on a general revision of pay scales or dearness allowance etc. of other employees of the State/Central Governments should be provided for as revenue expenditure as some States have done and not as development expenditure.

(ii) Whenever such general revisions take place, teachers in aided schools should invariably receive the same benefits as teachers employed in Government schools at the same stage.

(iii) It may not be practicable to lay down uniform pay scales for teachers all over the country, but the salaries in States where teachers are receiving very low emoluments should be brought up to a reasonable level. In this sense there should be a minimum scale assured to teachers throughout the country.

(iv) The triple benefit scheme (and wherever possible pension scheme) should be extended to teachers of aided schools throughout the country from non-Plan funds.

(v) Development schemes of the Fourth Five-Year Plan should provide only the funds required for additional emoluments/allowance payable to teachers who acquire increased proficiency in teaching by undertaking specially approved courses.

MEMORANDUM
ON

ITEM NO. III—(CONTD.) : EMOLUMENTS OF TEACHERS OF UNIVERSITIES AND COLLEGES

(Note by Ministry of Education)

REVISION OF SALARIES DURING THE SECOND PLAN

University Teachers

In the interests of maintenance of proper standards of education in the universities and colleges, the University Grants Commission has always attached the highest importance to the condi-

tions of service of university and college teachers. As a first step in this direction, the Commission during the Second Plan period sanctioned a revision of salaries of university teachers and laid down certain minimum scales of pay for different categories of teachers, as shown below:

Professor	Rs. 800—1,200
Reader	Rs. 500—800
Lecturer	Rs. 250—500

The Commission agreed to bear 80% of the increased expenditure on the condition that the remaining 20% would be borne by the State Government/university concerned. Assistance was given to 18 universities which had lower scales than those suggested by the Commission.

College Teachers

The Commission revised the salaries of the teachers of the private colleges on a sharing basis of 50:50 in the case of men's colleges, and 75:25 in the case of women's colleges with effect from 1st April, 1957. The following typical scales of pay were prescribed by the Commission:

Principal	Rs. 600-40-800
Head of the Deptt.	Rs. 400-25-700
Senior Lecturer	Rs. 300-25-600
Lecturer	Rs. 200-15-320-20-500
Demonstrator/Tutor	Rs. 150-10-200

On the recommendations of the universities, the Commission approved slightly lower scales of pay for the teachers in the affiliated colleges of the universities of Kerala, Mysore and S.N.D.T. Women's and special scales of pay for college teachers in the universities of Bombay and Poona. During the Second Plan, 426 colleges brought under the purview of the Section 2(f) of the UGC Act and affiliated to 22 universities received assistance from the Commission on this account.

Salary Revision during the Third Plan

University Teachers

During the Third Plan, as a measure of further improvement, the Commission agreed to help the universities in introducing the following higher scales of pay on the same basis as in the Second

Plan, provided the universities gave an assurance of maintaining the scales when at the end of the Third Plan period the assistance from the UGC will be withdrawn:

Profossor	Rs. 1,000-50-1,500
Reader	Rs. 700-40-1,100
Lecturer	Rs. 400-30-640-EB-40-800
Instructor	Rs. 300-25-350

The following 30 State universities have agreed to adopt the revised scales:

Agra	Allahabad
Andhra	Bombay
Burdwan	Calcutta
Gauhati	Gorakhpur
Jabalpur	Jadavpur
Jodhpur	Kalyani
Karnatak	Kerala
Kurukshetra	Lucknow
Madras	Marathwada
Mysore	Panjab
Osmania	Nagpur
Poona	Rajasthan
Roorkee	Saugar
S.N.D.T. Women's	Sri Venkateswara
Varanaseya Sanskrit	U. P. Agriculture

The universities in the States of Gujarat and Bihar have also expressed their desire to introduce the revised scales.

College Teachers

During the Third Plan, the Commission did not undertake any further upward revision of salaries of college teachers, but decided to extend benefit of the revised scales to such colleges as had not taken advantage of the scheme and also to the teachers of the Government colleges. The Commission assisted the teachers in the Government colleges in the States of Andhra Pradesh,

Gujarat, Madras and Maharashtra. At the end of 1962-63, out of 702 private affiliated colleges (arts, science, commerce and training) brought under Section 2(f), 463 had implemented UGC scales of pay, from which nearly 13,806 teachers have been benefited.

The Commission is of the view that the gap in the scales of pay of university and college teachers should be reduced as far as possible. This matter was examined by a committee appointed by the University Grants Commission in 1962 to consider the question of further revision of salaries of college teachers. The Committee recommended the following scales of pay:

Principal	Rs. 700-40-1,100
Senior Lecturer	Rs. 500-30-800
Lecturer	Rs. 300-20-600

The Committee felt that on account of the disparity existing between the salary scales of teachers in the colleges and university departments it often became difficult for colleges to recruit and retain qualified staff and steps may be taken to bridge the gulf existing between the salary of university and college teachers. The Commission approved the recommendations of the Committee and desired that the question of revision of salary scales of teachers should be taken up during the Fourth Plan.

In view of the importance of the question of salary revision of university and college teachers the Commission recently appointed another committee under the chairmanship of Dr. D. S. Kothari for examining matters relating to the implementation of a scheme for this purpose.

The Commission at its meeting held on 3rd March, 1965 resolved to recommend to the Government that the following revised scales for teachers be introduced:

(a) *Teachers in Affiliated Colleges*

Lecturer :

Junior Scale	Rs. 300-25-600
Senior Scale	Rs. 400-30-640-40-800
Sr. Lecturer/Reader	Rs. 700-40-1,100
Principal I	Rs. 700-40-1,100
Principal II	Rs. 800-50-1,250 Rs. 1,000-50-1,500

(b) *Teachers in University Departments*

Professor	Rs. 1.100-50-1,300, 60-1,600
Reader	Rs. 700-50-1,250
Lecturer	Rs. 400-40-800-50-950

The Commission has proposed to upgrade the salary scales of college teachers with effect from 1st April, 1965 and that of the university teachers w.e.f. 1st April ,1966. The additional expenditure involved is estimated at Rs. 26.50 crore during the period from 1-4-1965 to 31-3-1971. (Rs. 25 crore for affiliated college teachers and Rs. 1.50 crore for university teachers).

The recommendations of the Commission are under consideration of the Government.

MEMORANDUM
ON

ITEM No. IV : INDISCIPLINE IN EDUCATIONAL INSTITUTIONS

(Note by Ministry of Education)

The problem of indiscipline amongst students in universities and colleges has grown seriously both in its dimension and its complexity in the years since independence. This unfortunate development in the academic life of the country has had adverse effects on the standards of university education and also serious reparcussions on the national growth as a whole. The Government of India as well as the people of the country have been deeply concerned to find ways and means of solving the problem.

Suggestions by the University Grants Commission in 1955

2. In 1955, the University Grants Commission suggested (i) the appointment of a dean of students whose main responsibility would be to look after students' welfare and maintain discipline, and (ii) placing groups of 15-20 students under the care of a teacher who would act in cooperation with the dean of students. The Commission's suggestions did not receive enthusiastic response from the universities as there were affiliating universities and there were practical difficulties in implementing the suggestions. But as part of the wider question of improvement of general standards of universities and to promote students' welfare, the Commission had been taking various steps such as increase and improvement of hostel facilities, provision of recreational and other centres for students, improvement of teachers' salaries, setting up of hobby workshops for students etc., which have a bearing on the problem of student behaviour. The University Grants Commission has also been considering measures for improving the present system of examination and introducing tutorials and seminars.

A Committee set up by the University Grants Commission in 1958

3. With a view to studying the problem of student indiscipline more intimately, the University Grants Commission appointed a Committee. The Commission generally approved the report of the Committee and desired that the universities and colleges in India should take special note of the main recommendations of

the Committee which are given in the Annexure B. The report of the Committee was circulated by the University Grants Commission to all the universities. The Ministry of Education also forwarded a copy of the report to all the State Governments and requested them that the recommendations contained therein may be considered for such action as may be found necessary.

Implementation of some of the Recommendations

4. Efforts have been made to implement three of these recommendations:

(a) *Closer Contact between Teachers and Students etc. (Recommendation Number Four)*

The Commission is providing, to the extent its resources permit, grants to universities and colleges for the construction of staff quarters, either in the campus or near the campus. Similarly a new scheme of assisting the universities for the construction of teachers' hostel near the campus has also been initiated and these schemes are intended to provide opportunities for a closer teacher-pupil contact.

(b) *Better Service Conditions for Teachers (Recommendation Number Five)*

The Commission agreed to assist the universities during the Third Five-Year Plan towards implementing the Central Universities scales of pay. The salary scale of lecturer, *i.e.* Rs. 400-800, is roughly comparable to class I government servants in the Government of India. The Commission has considered the question of further improving the salary of university teachers by the introduction of scales of pay in force in the Indian institutes of technology. The question of improving salary scales of college teachers has also been examined by a Committee of the University Grants Commission. The Commission has accepted the recommendations of the Committee regarding further revision of salary scales for affiliated colleges, and have also suggested that teachers with comparable qualifications whether working in colleges or university departments should have reasonably similar salary scales. These recommendations of the Commission are under consideration of the Central Government.

(c) *Better Amenities for Students*

The recommendation number ten made with reference to more hostel facilities etc. has also been covered through the provision of assistance for the setting up of hostels, non-resident students' centres, hobby workshops etc. within the limited resources available. The Commission has also initiated a scheme

of assistance to universities for the setting up of students' home, which provide facilities for library, reading room, cafeteria etc., for those students who do not have congenial atmosphere for study at their residential places. This has been done with a view to taking away much of the free time at the hands of the students during which they hang around and would channelise their activities towards academic pursuits.

In furtherance of the objective of this recommendation, the Commission had appointed a committee to survey the facilities for residential accommodation for students and teachers in universities and colleges and suggest measures for their improvement. The Committee, in their report which has been accepted by the Commission, urged that a bold programme of providing residential accommodation for students and teachers by the universities and colleges should be undertaken in the Fourth Plan, to provide for greater student-teacher contact. The Committtee had also recommended that small hostels for 50-60 students should be encouraged to enable the warden to exert better influence and that the warden should be provided residential accommodation either in the hostel itself or close to the hostel. Further, some senior students in the hostel should also be associated with the warden to create in them a sense of responsibility and attachment to the institution. These measures, the Committee felt, would contribute to some extent towards the solution of the problem of students' indiscipline in the universities.

Analysis of Cases of Students' Indiscipline

5. In the recent past a number of cases of students' indiscipline have come to the notice of the Ministry of Education and the University Grants Commission, some of which are of quite a serious nature. The indisciplined activities have not been confined to any specific area or State in the country but have occurred at some time or the other in almost every State. Analysis of the various cases of indiscipline reveals that generally the circumstances which led to indiscipline do not vary much from State to State. The most common form of students' indiscipline is the strike (partial or complete). In a few cases even hunger strikes have also been resorted to. There have also been cases of student-police clashes. In quite a few cases the reasons for the indisciplined activities had little or nothing to do with the academic or non-academic activities within the universities and colleges. For example, a clash between a student and public servant has in some cases led to serious students-police clashes. In some cases certain disciplinary action against certain students has

resulted in serious demonstrations and indisciplined activities. Some of the other possible factors responsible for the students' indicipline are indicated below:

(1) Increase in fees;
(2) Reducion in the number of freeships, scholarships and other facilities;
(3) Examinations or examination results;
(4) Transfer of the teaching staff;
(5) Inadequate facilities—staff, equipment, hostel accommodation etc.;
(6) University/college elections;
(7) Rivalry between two groups of sudents in the college campus or in the hostels;
(8) Admission policies for professional and technical courses.

Review Committee set up by the University Grants Commission

6. The problem of student indiscipline was further considered by the University Grants Commission recently, which decided that a committee may be appointed to review the implementation of the recommendations made by the earlier committee on indiscipline and suggest ways and means to improve students' morale and discipline in the universities and colleges. The Committee with 8 prominent educationists under the chairmanship of Dr. T. Sen, Vice-Chancellor, Jadavpur University has been constituted to look into the problem.

The Chief Ministers' Conference in December, 1964

7. The Chief Ministers' Conference held in Delhi on 13th and 14th December, 1964, considered in detail, among other things, the problem of student indiscipline, and arrived at certain decisions for effecting an enduring solution. The major positive decisions are summarised as follows:

(1) Strikes and unlawful activities on the part of students should not, under any circumstances, be countenanced and should be put down with a firm hand even in the form of rustication either permanent or temporary and of closure of the institution(s) concerned for the necessary period.
(2) Vice-Chancellors should be armed with sufficient powers to impose discipline.

(3) Some machinery should be set up under which action could be taken against teachers and professors fomenting trouble.

(4) The university campus or the college premises should not be used for holding political meetings.

(5) Ways and means should be devised by which students should be encouraged to occupy themselves usefully during leisure hours and long vacations.

(6) The Union Education Ministry should circulate to Chief Ministers a model university act incorporating these decisions and requesting them to amend their own respective University Acts in this light.

(7) Chancellors should generally be guided by the cabinet since the executive have to face the challenge to law and order in the event of widespread student indiscipline.

(8) There should be no parleying with a student bodies during the continuance of a strike, since such bodies cannot be treated as trade unions.

(9) Students found indulging in violence or transgressing law and order should be treated like any ordinary lawbreaker.

(10) Political interference should be discouraged, the authority of heads of educational institutions should be strengthened and parents' help should be taken fully.

It is proposed to set up a joint unit consisting of two joint secretaries representing the Ministries of Home Affairs and Education to examine the suggestions made at the Chief Ministers' Conference, and the extent to which it is possible to implement them.

ANNEXURE 'B'

MAIN RECOMMENDATIONS OF THE COMMITTEE ON STUDENT INDISCIPLINE

1. Students should be admitted to the university after careful selection and admissions to the universities and colleges should be made strictly with reference to qualifications and merit, making, however, a small allowance in the matter of minimum qualifications in favour of students of scheduled castes and from rural areas.

2. Every effort should be made by the universities to raise the minimum age of entry from +16 to +17. In the meantime, steps should be taken to ensure that students are engaged in some useful activity for a year or so after leaving school and before entering the university.

3. No college should oridinarily be allowed to have more than 1,000 students, so that the community of students and teachers will be a manageable unit and opportunities for organised community life can be developed.

4. Universities and colleges should take appropriate steps to bring about increasingly close touch between teachers and pupils so as to secure a full impact of the mature teachers' personality on the not-yet-mature students.

5. The example of teachers in ancient times who did not care for money but were given high status by the community will not prove of any avail in the present conditions which neither attract good men nor give them an appropriately high status, in relation to members of comparable services in the country's administration. The salary of a lecturer in a college or university should be similar to that of a class I government servant in the Government of India or the State Government. For higher grades in the teaching profession like readers and professors also, there should be a corresponding increase in the emoluments.

6. There should be a very careful selection of teachers. In addition to their academic qualifications, it is necessary to see that the men and women recruited to the profession are persons of the highest integrity and of sound character. For this purpose, apart from reasonable satisfaction being secured even at the time of recruitment of a teacher, in regard to personality, integrity of character and capacity to hold the attention of the class the period of probation should be utilised to assess these qualities more reliably and satisfactorily before the teacher is confirmed. It goes without saying that the administrative authorities in charge of institutions and universities should also be of the right type interested in demanding and utilising these qualifications in the teacher.

7. It is difficult to reconcile teaching and active participation in politics and such a combination of interest should be avoided to the maximum extent. The Government should consider measures for eliminating "separate constituencies for teachers only" which encourage the participation of teachers too actively in politics. In any case, even if a few constituencies do exist restricted to teachers only, the teachers should be prevented from utilising the services of students in canvassing for elections, etc. Elections to university and college bodies and societies should also be reduced to a minimum and only those non-academic responsibilities of any kind that are unavoidable should be placed on the teachers by some system of rotation and nomination, to reduce the number of teachers engaged in such activities to the minimum.

8. It should be a strictly honoured code amongst our public men not to allow any corrupting influence from outside to enter into the universities and colleges. University authorities should not grant any official recognition to purely political groups formed in a university. When law is broken, the offender should be dealt with firmness tempered by justice.

9. The present practice of having Governors of States as ex-officio chancellors of universities is not desirable since they are then expected to act on the advice of the State Government which holds a serious threat to the autonomy of a university and pave the way for the intrusion of politics into it. The Vice-Chancellor should also be selected for his eminence in the academic and educational world. Out of the various methods of appointing a Vice-Chancellor, the method in use in the Delhi University for selecting a Vice-Chancellor seems the best and this method or a very similar one should be adopted by other universities also.

10. The proportion of students living in hostels and other units of residence under the control of universities and colleges should be greatly increased. Highest priority should be given to the construction of hostels and also setting up of centres for non-resident students. Care should, however, be taken to investigate into students' grievances at the earliest stage possible with maximum sympathy. While the fact that a large number of students have too much time free on their hands has to be corrected, it is also to be ensured that extra-mural activities are not over-done to the detriment of the academic progress of the student.

11. In the executive body of university or college union, there should be some sort of association between students and some senior members of the college or university. The formation and development of students' unions in universities and colleges may be usefully encouraged. Appropriate provisions should also be devised to bring actively into these unions increasing number of the better elements amongst the students themselves.

12. Steps may be taken to provide vocational and moral guidance in the colleges and universities by trained and sympathetic persons.

MEMORANDUM
ON
ITEM NO. IV—(CONTD.) : INDISCIPLINE IN EDUCATIONAL INSTITUTIONS

(Note by the Education Minister, Madras)

Till the beginning of this year, student indiscipline was not very much in evidence in this State. At any rate it had not become a serious problem. But this picture of peace and quiet was very much tarnished by incidents, which took place in this State from the last week of January 1965 and onwards. Whatever might have been the cause that sparked the widespread incidents, the recent trend in student behaviour causes concern. It is painful to notice the growing tendency on the part of the students towards violence, resulting in loss of life and damage to property. The activities of some of the students appeared also anti-national. Instances have also come to notice where students who had not joined the language agitation were coerced, abused and manhandled by those students who had joined the movement. Obviously, the managements of those educational institutions where students resorted to coercive tactics, were either ineffective or were actively encouraging the activities of the recalcitrant students.

2. From this it will be evident that there are several contributory factors for the prevalence of student indiscipline. To eradicate or at least effectively check this evil, concerted action will be necessary to eliminate or minimise the contributory causes. A brief account of such contributory causes and some of the suggestions to meet the consequent situations is given below.

3. The problem of student indiscipline has been the subject of study of several groups like committees, research teams etc., both official and non-official. From a perusal of the documents relating to such studies, the following emerge as some of the main contributory factors leading to indiscipline on the part of students:

(1) Elections to college unions, university unions etc.;

(2) The prevalence of ragging of freshmen especially in professional colleges;

(3) Grant of a large number of scholarships, loan scholarships, fee concessions and other forms of assistance which reduce the dependence of the students on their parents or guardians;

(4) Unselected students continuing to attend classes till the end of the term;

(5) Poor quality of collegiate teachers;

(6) The lack of proper teacher-pupil contact and relationship;

(7) The existence of over-sized hostels with accommodation for a large number of students;

(8) Lack of or ineffective control over the students by the principal and the management; and

(9) Interference by political parties.

4. No doubt there may be certain special factors as in the recent agitation in this State where the student population had misapprehensions and misgivings about the language policy of the Government.

5. While the need for university unions and college unions will be readily conceded, it is very necessary to ensure that they are run on sound lines so as to foster citizenship and leadership. But in practice elections to the various posts on the executives, leads to unhealthy rivalry and huge expenditure. There is also reason to believe that such elections give an opportunity to political leaders to come into contact with student leaders. It is, therefore suggested that wherever possible the posts of office-bearers in such unions and associations may be filled up by nominations.

6. Ragging is an unhappy phenomenon prevalent in the beginning of the academic year. But the indiscipline evident during this period will leave its effects. Stern measures should be taken to stop this practice.

7. During the recent agitation, several instances came to notice where parents or guardians were not able to exercise any check or restraining influence on their children or wards. It is learnt that this situation has arisen because most of the students concerned were in receipt of scholarships, loan scholarships or fee concessions under one scheme or the other and this liberal financial assistance reduces recipients' dependence on parents or guardians. Further, under some of the scholarship schemes, the amounts are disbursed in lump sums instead of in monthly instalments thereby leaving a large surplus in the hands of the young recipient. It has been suggested that scholarship amounts should be invariably disbursed in monthly instalments and should not be allowed to accumulate and be paid in lump sums. It has been, further, suggested that it may be considered whether the scholarship amount may not be paid in kind, *i.e.*, in the form of free food, free hostel accommodation, etc. and the balance, if any left, be paid as pocket money. It is also considered that the continuance or renewal of a scholarship should be not only subject to satisfactory progress but also subject to satisfactory conduct as reported by the principal or the head of the institution. It is further considered that the principal or the head of the institution should be the authority competent to sanction the continuance or renewal of the scholarships and that his decision should be final in the matter. This will strengthen the hands of the principal in exercising effective control over the students.

8. In institutions which hold examinations for selecting candidates for appearing at the public examinations, even the unselected candidates continue to attend classes till the end of the academic year. The continuance of such unselected students is likely to undermine discipline. It is for consideration whether the system of holding selection examinations may be dispensed with.

9. The poor quality of teachers and the lack of proper teacher-student contacts are too well known to require any dilation. It has been suggested that even in respect of aided institutions, the possibility of the university or the Government being associated in the selection of principles and collegiate teachers should be considered, and necessary provision made for this purpose in the relevant rules or regulations.

10. The existence of over-sized hostels, accommodating a large number of students, was one of the contributory factors that led to the rapid spreading of the recent agitation in the State. Such large units lead to active members coercing or bullying into submission other students who would not have otherwise joined the movement. Further, in such large units, the influence

or the personality of the warden or his deputies would be hardly felt. It is considered that the optimum strength of a hostel should be only eighty and that in future no hostel should be constructed for more than 80. If there is evidence of any coercion or threat, adequate protection should be given to those students who are threatened or prevented from attending classes.

11. It is considered that stringent measures should be taken against the managements of such institutions as were ineffective or were covertly colluding with or encouraging the students in the violent agitation. In the absence of any specific statute or law conferring powers on the Government to deal with such cases, withdrawal of the discretionary grants paid from the State funds and the disaffiliation by the university concerned are some of the measures that can be contemplated. In the case of secondary schools and other institutions which are recognised under the rules of the State Education Department, action for withdrawal of discretionary grant and recognition can be taken by the Government or the director of public instruction. If these measures are found inadequate the need for the State assuming statutory powers to deal with such recalcitrant institutions can be explored.

12. As far as this State is concerned, political parties had, under the stress of impending elections (1962), agreed to a code of conduct in which one of the points agreed to was to refrain from involving students in party politics. But serious doubts have arisen as to how far this convention stood during the recent student agitation. It is for consideration whether this agreement cannot be made into a valid and permanent convention.

13. Last but not least, any genuine or legitimate grievance of students of an institution should be promptly redressed by the authorities and thereby chances of precipitating student indiscipline averted.

MEMORANDUM
ON

ITEM NO. V : RECOMMENDATIONS OF THE SAPRU COMMITTEE ON HIGHER EDUCATION

(Note by Ministry of Education)

There has been for a long time a pronounced trend in favour of the Central Government assuming a greater responsibility in the sphere of higher education. In fact the University Education (Radhakrishnan) Commission (1948-49), while considering the problem of university education, had recommended that 'the all-India aspects of university education, the repercussions and inter-changes necessary and desirable between universities, and the need for a national guarantee of minimum standards of efficiency' require that university education should be a concurrent responsibility of the Centre and the States.

2. For some time past the demand has been renewed in Parliament and outside it that the Central Government should play a more effective role in the sphere of higher education. A resolution was also moved at a meeting of the Informal Consultative Committee of Members of Parliament on Education recommending that university education should be made a Union subject. Suggestions were made that the country should have a more or less uniform pattern of higher education. As the matter required detailed examination of the basic issues involved, it was referred for consideration to a Committee of Members of Parliament under the chairmanship of Shri P. N. Sapru, Member of the Rajya Sabha, with the following terms of reference:

(a) To examine the provisions of the Constitution regarding the responsibility of the Central Government in the field of higher education with a view to finding out the extend to which the Centre could assume greater responsibility in this field; and

(b) to suggest appropriate steps to be taken for the purpose.

The Committee submitted its report in July, 1964.

3. Copies of the report of the Committee were sent by the Ministry to all State Governments, the concerned Ministries of the Government of India as well as to the University Grants Commission. The recommendations of the Committee are summarised in Annexure 'C'. Some of the important recommendations

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together with the views of the various bodies to which the report has been referred to, wherever they have been received, are given below for consideration:

(1) University and Higher Education as Concurrent Subject

The Committee has recommended that university and higher education should be transferred from the State List to the Concurrent List, retaining intact Entry 66 in the Union List.

The recommendation has been referred to the State Governments for their views. So far the Governments of Gujarat, Maharashtra and Mysore have sent their replies saying that they are not in favour of making any change in the existing position. Replies from other State Governments are awaited. While no written reply has been received from the Government of Punjab, the Chief Minister of Punjab is reported to have agreed to place education on the Concurrent List.

(2) Pay-Scales of Teachers in Affiliated Colleges

The Committee has recommended that steps should be taken to see that more and more colleges adopt the pay-scales prescribed by the University Grants Commission for affiliated colleges.

The University Grants Commission, to whom the recommendation was referred, is strongly in favour of improving the scales of pay of teachers in affiliated colleges. The views of the State Governments are awaited.

(3) Professional Education within UGC's Purview

The Committee has recommended that professional education including medical (basic), agricultural, engineering and law should also come within the purview of the University Grants Commission.

(4) Single-Faculty Universities

The Committee is not in favour of single-faculty universities for neither the literatures, nor philosophies or sciences can be separated one from the other. Nevertheless, the Committee recognises that there is a place in our educational system for institutions of national status specialising in various disciplines.

The University Grants Commission is generally in favour of this recommendation.

(5) Prior Consultation with University Grants Commission for Establishment of New Universities

The Committee has recommended that the UGC Act should be so amended as to make it obligatory on the part of a State Government to consult the Commission before setting up a new university. The UGC Act should have a specific provision which would enable the Commission to consistently refuse to give any financial aid to universities established without its prior consultation.

The University Grants Commission agrees with the recommendation.

(6) Admissions

The Committee has recommended that the universities should pursue a common policy in regard to admissions and that admission, particularly to professional institutions, be based upon merit consistently with due regard to the interest of scheduled castes, scheduled tribes and other socially and educationally backward classes of society.

The University Grants Commission agrees with the recommendation.

(7) Central Institution in Each State

The Committee has recommended that the Centre can play a greater part in promoting higher education by establishing at least one Central institution of the highest standard in every State to serve as an example to other educational institutions in the State.

The University Grants Commission has supported this recommendation. It is, however, of the view that priority should be given to the improvement of existing institutions until larger funds are placed at the disposal of the University Grants Commission.

Similar recommendation was also made by the Education Ministers' Conference held in November, 1962.

(8) Morning & Evening Colleges

The Committee has recommended that morning and evening colleges and correspondence courses should be established for the benefit of those who are unable to pursue regular courses.

The University Grants Commission has welcomed the recommendation. The views of the State Governments are awaited.

ANNEXURE 'C'

SUMMARY OF THE RECOMMENDATIONS OF THE COMMITTEE OF MEMBERS OF PARLIAMENT ON HIGHER EDUCATION (SAPRU COMMITTEE)

1. University and higher education should be transferred from the State List to the Concurrent List, retaining intact Entry 66 in the Union List.

2. The University Grants Commission should have 15 members, of whom at least five should be full-time members. They should be persons of the status of vice-chancellors. Serving vice-chancellors should, however, not be appointed as members of the Commission. The composition of the Commission should be such as to give no impression to the public that it is not completely independent.

3. In the Fourth Five-Year Plan, a much larger amount should be placed at the disposal of the Commission.

4. It has been recommended that as the system of matching grants has not worked satisfactorily, depending upon the merits of the case, the conditions of grant should be liberalised.

5. The University Grants Commission should recognise, in consultation with the universities concerned, more and more institutions, as provided in clause (f) of Section 2 of the University Grants Commission Act, 1956, for purposes of financial aid.

6. Steps should be taken to see that more and more colleges adopt the pay scales prescribed by the Commission for affiliated colleges.

7. Professional education including medical (basic), agricultural, engineering and law should also come within the purview of the University Grants Commission.

8. Vigorous steps should be taken to improve the quality of secondary education.

9. The number of scholarships and sizarships for university education and research should be considerably increased in institutions of higher education.

10. The number of scholarships and sizarships for higher education for women students should be considerably increased.

11. The Committee is not in favour of single-faculty universities, for neither the literatures, nor philosophies or sciences can be separated one from the other. Nevertheless, the Committee recognises that there is a place in our educational system for institutions of national status specialising in various disciplines.

12. The University Grants Commission Act should be so amended as to make it obligatory on the part of a State Government to consult the Commission before setting up a new university. The University Grants Commission Act should have specific provision which would enable the Commission to consistently refuse to give any financial aid to universities established without its prior consultation.

13. Convention should be formally established for frequent consultations with State Governments and universities on all important policy issues. The Inter-University Board should be made a more effective body and it should more and more be regarded as the spokesman of university opinion.

14. The universities should pursue a common policy in regard to admissions and that admissions particularly to professional institutions be based upon merit consistently with due regard to the interests of scheduled castes, scheduled tribes and other socially and educationally backward classes of society.

15. The Centre can play a greater part in promoting higher education by establishing at least one Central Institution of the highest standard in every State to serve as an example to other educational institutions in the State.

16. Morning and evening colleges and correspondence courses should be established for the benefit of those who are unable to pursue regular courses.

MEMORANDUM

ON

ITEM NO. V—(CONTD.) :

RECOMMENDATIONS OF THE SAPRU COMMITTEE ON HIGHER EDUCATION

(Note by the Government of West Bengal)

The Sapru Committee on Higher Education, consisting of some members of Parliament, was constituted in 1963 with the following terms of reference:

"(a) To examine the provisions of the Constitution regarding the responsibility of the Central Government in the field of higher education with a view to finding out the extent to which the Centre could assume greater responsibility in this field; and

(b) To suggest appropriate steps to be taken for the purpose."

2. The question before the Sapru Committee was whether higher education, including universities, should be:

(i) a Union subject;

(ii) a Concurrent subject; or

(iii) a State subject, with safeguards contained in Entry 66 of List I of the Seventh Schedule of the Constitution.

The first alternative was easily ruled out, and the Committee was of the opinion that "no Central agency can be effective in exercising administrative authority or supervision over the vast field covered by education in a large country like India". The Committee, therefore, set itself to choose between the third alternative which represents the Constitutional position as at present.

and the second alternative. The Committee chose the second alternative and recommended that "university and higher education should be transferred from the State List to the Concurrent List, retaining intact Entry 66 in the Union List".

3. 'Education' was first placed under the control of the 'local government' by the Government of India Act of 1919 which made 'education' a 'transferred subject' and entrusted it to a Minister responsible to the provincial legislature. The Government of India ceased to have any direct responsibility for education, although it still had an Education Department whose function was to keep in touch with the educational administrations in the provinces and supply the local governments with such information and advice as they required. This general pattern set by the Government of India Act of 1919 remained unchanged under the Government of India Act of 1935. With the exception of Entry 12 (relating to 'federal' agencies and institutions for research, for professional and technical training, and for promotion of special studies) and Entry 13 (relating to the Benaras Hindu University and the Aligarh Muslim University) of List I of the Seventh Schedule of the Act of 1935, 'education' remained entirely a provincial subject.

4. When the Constitution was promulgated in 1950 it was again decided that "Education including universities" should, "subject to the provisions of Entries 63, 64, 65 & 66 of List I and Entry 25 of List III", be a State responsibility (Entry 11, List II of the Seventh Schedule of the Constitution of India). Entries 63 and 65 in the Union List of the Seventh Schedule of the Constitution covered the same grounds, slightly extended, as those dealt with in Entries 12 and 13 of List I of the Seventh Schedule of the Act of 1935. Entries 64 and 66 indicated new responsibilities for the Government of India relating to: (i) "Institutions for scientific or technical education financed by the Government of India wholly or in part and declared by Parliament by law to be institutions of national importance", and (ii) "Co-ordination and determination of standards in institutions for higher education or research and scientific and technical institutions." Entry 25 in List III (Concurrent List) relates to "vocational and technical training of labour". Save for these reservations, 'education', including higher education, has been a State responsibility enjoined by the Constitution of India. The Sapru Committee's recommendation indicates a major departure from the Constitutional position stated above.

5. Opinions have been expressed from time to time that the Central Government in India should assume a greater responsibility in the field of higher education in order that the country

may have a more or less uniform pattern of higher education. The Sadler Commission (1917-19) emphasized the need for a Central organization to keep the local governments in touch with one another and to give "advice and assistance to local governments and to universities by supplying organized information as to the development of educational ideas in the various provinces". The Central Advisory Board of Education was established in August 1920 in pursuance of this recommendation of the Sadler Commission. The main function of the Board was to offer expert advice on important educational matters referred to it. The Board ceased to function for a time after 1923 but was revived in 1935; and it has been holding regular meetings every year since then. It was this Board which drew up in 1944 a plan for post-war educational development in India. The Indian universities also started meeting in conferences, and as a result of the recommendations of the first conference held in May 1924 the Inter-University Board of India was set up. This Board has, since then, functioned as an academic forum for discussion of various issues relating to university education. These arrangements, constitutional and consultative, obtained up to the time of independence and have continued since then.

6. Immediately after independence the Radhakrishnan Commission on University Education, reporting in 1949, recommended that university education should be placed in the 'Concurrent List' when the country's Constitution was drawn up. But the Constituent Assembly, which had the Report of the Radhakrishnan Commission before it, felt that Constitutional responsibility in educational matters should remain with the States and that the purposes which the Radhakrishnan Commission had in mind would be adequately met by vesting the Union Government with some new powers such as those introduced by Entries 64 and 66 of List I of the Seventh Schedule of the Constitution. In exercise of these additional powers, the Government of India created the University Grants Commission in 1952 and converted it into a statutory body by an Act of Parliament in 1956. The UGC Act, 1956, assigned to this new body a useful role in "the promotion and co-ordination of university education and the determination and maintenance of standards of teaching, examination and research in universities". There is no doubt that the financial powers of the UGC (Section 12 of the UGC Act) and its powers of inspection (Section 13) vest it with great authority over higher education in the country. These powers can, if wisely exercised, help to ensure co-ordination and determination of academic standards in a manner which no legislative enactment administered by a department of the Government can expect to do. The

present system has the merit of respecting the autonomy of the universities and the constitutional responsibility of the States. No consideration, other than academic or educational, has been allowed to weigh in such matters.

7. The Sampurnananda Committee on Emotional Integration recommended that "all necessary Constitutional changes should be made in order to evolve an effective national policy in education". The Sapru Committee's present recommendation to include higher education in the 'Concurrent List' has been made in that context. But this recommendation of the Sapru Committee was by no means unanimous. Some members of the Committee itself had reservations against "reducing the powers of the State Government" and felt that "the equilibrium between the Union and the States should not in any way be disturbed". Eminent educationists like Dr. C. P. Ramaswami Iyer and Dr. H. N. Kunzru, who gave evidence before the Committee, expressed themselves against the idea of making higher education a 'Concurrent subject'. The various State Governments also made it clear that "they are not prepared for a change in the present position". The West Bengal Government had clearly expressed itself against a change in the Constitutional position. It is thus clear that by making higher education a 'Concurrent subject' a new area of conflict between the Union and the States will be created and this will introduce new complications in a field where none exists at present. Such a step will hardly promote the interests of national integration. It would be more prudent to strive for such integration in the field of education by methods of discussion and persuation already provided by the Central Advisory Board of Education, the All India Council for Technical Education, the Inter-University Board of India etc., rather than by an assumption of larger Constitutional authority by the Centre. The powers that have already accrued to the Central Government under Entries 64 and 66 of List I may be fruitfully cultivated through academic agencies, such as the UGC, specially set up for the purpose. The scope of the UGC's activities may also be suitably extended to larger grants to State universities, for development as well as for maintenance, without the necessity of further Constitutional changes.

8. The Chairman of the UGC Dr. D. S. Kothari, while saying that it would be a good thing to make education a 'Concurrent subject', pointed out that "even in the present framework a lot could be done". What holds up progress in the field of higher education in India and impedes improvement of its standards is really a question of *funds* and not one of *authority*. In 1947-48

there were 16 universities in India with less than 600 colleges, including other institutions for higher education, and 2.29 lakh students. By 1963-64 the number of universities rose to 55 without counting 8 other institutions for higher learning 'deemed to be universities' in terms of Section 3 of the UGC Act of 1956; there were, besides, 6 other institutions of higher education declared as 'institutions of national importance' by Acts of Parliament. The number of colleges directly related to the universities rose to about 2,500 in 1963-64 and the enrolment of students increased to nearly 12 lakh. This enrolment of students in the higher education stage worked up in 1963-64 to 2.7 per thousand of population for India as a whole; in West Bengal it was 4.5 per thousand of population. This position does not compare unfavourably even with such an advanced country as the UK. Expansion of higher education, quantitatively, has not lagged in India or suffered for having been left to local initiative. The real handicap, however, has been the lack of funds, which has impeded qualitative improvement of the standards of higher education. Expenditure on higher education is less than Rs. 475 a year per student in India; in the UK it is £700 a year approximately, *i.e.*, nearly twenty times the amount spent on an Indian student. The consolidated grant to the UGC for the period of the Third Five-Year Plan is Rs. 37 crore only. The Chairman of the UGC in his interview with the Sapru Committee pointed out that the most serious difficulty which higher education in India had to face was paucity of funds and that the Commission might be able to discharge its functions more efficiently if only it had more funds. The Chairman estimated his requirements of funds at ten times the amount made available to the Commission.

9. The existing provisions of the UGC Act do not enable the Commission to make recurring maintenance grants to State universities. Section 12 of the Act empowers the Commission to grant funds for the *maintenance and development* of Central universities. But to other universities the Commission can allocate and disburse grants only for the purpose of *development;* and such grants to State universities, subject to 'matching contributions' from local resources, cease after a certain period, the entire burden on account of recurring liability thereafter devolving on the unaided resources of the local authorities, namely, the State Government and the State universities. Grave misgivings have been expressed in some quarters that financial assistance given in this manner will have the effect of gradually increasing the burden on meagre local resources to a point where the harassed local authority—a State Government or a State university—may, in despair, be inclined to hand over all responsibilities

to a more affluent authority, namely, the Government of India. Such an eventuality, forced by financial rather than academic considerations, cannot be viewed with equanimity. Admittedly, the Government of India has larger funds at its disposal for deployment on national purposes. It is for the Government of India to arrange for an equitable distribution of such resources having regard to the necessities of integrated national development at the central and the regional levels.

10. The real problem before higher education in India, be it repeated, is one of finances and *not* of Constitutional control. It would be a dubious policy if financial circumstances were to be used as a lever to topple over the present Constitutional arrangement regarding education on grounds other than academic. School education is avowedly a matter for local initiative and local development; and the Sapru Committee does not contest that point. University education is directly connected with secondary education; and in a similar manner secondary education is built upon the foundations initially laid by primary education. Education, to be effective, must be imparted in the regional languages, and all experts have agreed that the regional language should be the medium of instruction, and also ultimately the medium of examination, for education up to the highest level. Education is one integrated whole, and this integrated approach to education is possible only on the basis of local initiative and local responsibility. Segmentation of education into 'school education' and 'higher education' and division of responsibility for the two segments between the States on the one hand and the Union on the other would be altogether indefensible. Any proposal to amend the Constitution on such premises would be open to serious objection.

11. The Sapru Committee's final recommendation is to amend the Constitution to make university education a "concurrent subject" and to include it in List III of the Seventh Schedule, while retaining the present Entry No. 66 in List I. The State legislature has of course the power to make laws on a subject enumerated in List III (Concurrent List) of the Seventh Schedule; but in the case of a conflict between a law made by Parliament and a law made by a State Legislature, the former shall prevail irrespective of the consideration whether the Law made by Parliament is prior or later. Besides eroding the present Constitutional competence of the States, this power of Concurrent legislation is likely to lead to dualism in a vital area, which will not make for a smooth working on the Constitution; and it would be unfortunate if education were dragged into the

regional controversies. Under existing arrangements, it is the function of the State Government to regulate education including higher education, and to maintain its standards. Parliament's powers in such matters are, for the main part, contained in Entries 64 and 66 of List I which give the Government of India adequate authority to intervene in the national interest. It may not be prudent to enlarge the scope of such intervention, permitting erosion of State responsibility in a matter which is susceptible of the widest development only on the basis of local initiative and local responsibility.

MEMORANDUM

ON

ITEM No. VI : RECOMMENDATIONS OF THE COMMITTEE ON 'MODEL ACT FOR UNIVERSITIES'

(Note by Ministry of Education)

The Ministry of Education appointed in December, 1961, a committee under the chairmanship of Dr. D. S. Kothari, Chairman, University Grants Commission, to consider broadly the organisational structure of the universities in India and to prepare the outline of a 'Model Act' suited to their role and functions in the present context of our fast-developing society. The Committee submitted its report in January, 1965.

2. A copy of the report of the Committee has been sent by the Union Education Minister to the Chief Ministers of States. Copies of the report have also been sent to all the universities and the State Governments for information and suitable action.

3. The main recommendations of the Committee are summarised in Annexure 'D'. The various issues together with the views of the Ministry based on the decisions taken in connection with the Banaras Hindu University (Amendment) Bill, 1964, which is at present before the Joint Committee of Parliament, are given below for consideration:

(1) Appointment of Vice-Chancellor

(i) The Committee on 'Model Act for Universities' is unable to recommend any one pattern as the most suitable one for all the universities in India for the appointment of a vice-chancellor. The Committee, however, indicates preference for the following two modes, namely, (i) the vice-chancellor should be nominated by the visitor/ Government in the early stages; and (ii) he should ordinarily be elected by the court from among three persons recommended by a majority of the members of the executive council. Whatever be the mode the aim should be to secure the best person available. The vice-chancellor should be a distinguished educationist or a scholar with administrative experience.

In the Banaras Hindu University (Amendment) Bill, it has been decided to follow the Delhi pattern for the appointment of a vice-chancellor. According to this pattern, the vice-chancellor is appointed by the Visitor from a panel of not less than three persons recommended by a committee consisting of three members, two of whom, not connected with the university, nominated by the executive council and one nominated by the Visitor who appoints one of the three members to be the chairman of the committee.

(2) **Tenure of Vice-Chancellor**

The Committee has recommended that the term of office of a vice-chancellor should be five years; he should not normally be appointed for more than two terms in the same university, subject to any retiring age that may be fixed.

In his dissenting note, Shri S. R. Das, a member of the Committee, for the reasons stated therein, has commended for consideration the appointment of a vice-chancellor initially for a period of three years, and in case he shows good promise, his term may be extended by another three years and if within these six years he shows some concrete results then he may be given a third term of six years. He is also not in favour of fixing a rigid age-limit for the appointment or re-appointment of a vice-chancellor.

In the case of the Banaras Hindu University (Amendment) Bill, provision has been made for a term of five years for the vice-chancellor with eligibility for re-appointment for a second term.

(3) **Treasurer**

The Committee is not in favour of honorary or paid treasurers independently elected by the Court. The treasurer/finance officer should be a whole-time salaried officer of the university appointed by the executive council specially charged with the responsibility of looking after the finances of the university. Similarly the finance committee also should not be independently constituted but be substantially a sub-committee of the executive council.

In the Banaras Hindu University (Amendment) Bill, 1964, it has been decided to provide a whole-time salaried finance officer to be appointed by the executive council.

(4) **Court**

The Committee has recommended that the Court should be the policy-making body of the university with a lay element and should not be concerned with the details of academic matters

of the day-to-day administration of the university. It should consist of not more than 100 members, of whom approximately 50 per cent should be external ones. The court may consist of *ex-officio* members, representatives of alumni, donors, learned professions and industry and nominees of the executive council, the Visitor and the Court.

In the case of the Banaras Hindu University (Amendment) Bill, it has been provided that the court shall be the supreme authority of the University with power to review from time to time the broad policies and programmes of the university. It will consist of not more than 100 members representing the various categories of persons recommended by the Committee.

(5) **Executive Council**

The Committee has recommended that the executive council should consist of 15 to 20 members with approximately equal number of internal and external members.

In the Banaras Hindu University (Amendment) Bill, 1964, it has been decided to provide for an executive council consisting of 18 members as follows:

Vice-Chancellor	1
Pro-Vice Chancellor	1
Deans of Faculties	4
Principal, Women's Colleges	1
Principal of affiliated College	1
Elected by the Court	4
Nominees of the Visitor	4
Nominee of the Rector	1
Nominee of the Chancellor	1
TOTAL	18

(6) **Audit of Accounts**

The Committee has recommended that there should be sound financial rules but used so as not to delay or obstruct progress. There should be external audit and the audit reports should be placed before the court and also communicated to Government but it is not desirable to place them before Parliament/State Legislatures and their Public Accounts Committees.

The Central Public Accounts Committee had recommended that the audit reports of the Central Universities should be presented to Parliament and necessary provision to that effect should also be made in the respective university statutes. After careful consideration, the Ministry of Education did not accept the recommendation of the Public Accounts Committee.

(7) **Conditions of Service of Teachers**

The Committee has recommended that the gap between the conditions of service of teachers in the affiliated colleges and university departments should be reduced. Teachers with similar qualifications, whether in colleges or university departments, should have similar conditions of service including salary scales.

(8) **Appointment of Teachers**

The Committee has recommended that the power of appointing teachers and other employees and disciplinary control over them should vest in the university and not transferred to the Public Service Commission or other external body. Teaching appointments should be made by the executive council only on the recommendation of selection committees consisting of the Vice-Chancellor, the heads of departments concerned and a certain number of experts. The number of experts may vary according to the class of teachers to be appointed.

In the case of the Banaras Hindu University (Amendment) Bill, 1964 (as exists in the statutes of other Central Universities), provision has been made for selection committees for making recommendations to the executive council in regard to appointments to the posts of professors, readers, lecturers, registrar and librarian. These selection committees will consist of vice-chancellor, the heads of the departments concerned and a certain number of experts nominated by the executive council for different categories of posts.

ANNEXURE 'D'

SUMMARY OF RECOMMENDATIONS OF THE COMMITTEE ON 'MODEL ACT FOR UNIVERSITIES'

1. The importance of written constitutions is less than the conventions that are needed for the right development of a university. For building such conventions, two basic principles should be accepted, viz., (i) autonomy of universities from external control, and (ii) internally democratic administration and effective participation of the academic community in the formation and implementaton of the university policy and programmes.

2. The President of India in the case of Central universities and the Governor of the State concerned in the case of State universities should be the Visitor of the universities. He should not be included in the list of officers of the university but should have an independent position with well-defined powers.

3. There should be a Chancellor elected by the Court. His should be an office of honour.

4. The Committee is unable to recommend any one pattern as the most suitable one for all the universities in India for the appointment of a Vice-Chancellor. The Committee, however, indicates preference for the following two modes, namely, (i) the Vice-Chancellor should be nominated by the Visitor/Government in the early stages; and (ii) he should ordinarily be elected by the court from among three persons recommended by a majority of the members of the Executive Council. Whatever be the mode, the aim should be to secure the best person available. The Vice-Chancellor should be a distinguished educationist or a scholar with administrative experience.

5. (a) The Vice-Chancellor should have a salary commensurate with his position and responsibility.

(b) The term of office of a Vice-Chancellor should be five years; he should not normally be appointed for more than two terms in the same university, subject to any retiring age that may be fixed.

6. To relieve the Vice-Chancellor of some of his duties, there should be a Pro-Vice-Chancellor or rector chosen by the Vice-Chancellor.

7. Except in special circumstances, the registrar should be a permanent officer of the university.

8. The committee is not in favour of honorary or paid treasurers independently elected by the court. The treasurer/finance officer should be a whole-time salaried officer of the university appointed by the executive council specially charged with the responsibility of looking after the finances of the university. Similarly, the finance committee also should not be independently constituted but be substantially a sub-committee of the executive council.

9. Universities with large building programmes should have an efficient and versatile engineer of their own.

10. The Court should be the policy-making body of the university with a lay element and should not be concerned with the details of academic matters or the day-to-day administration of the university. It should consist of not more than 100 members, of whom approximately 50 per cent should be external ones. The court may consist of *ex-officio* members, representatives of alumni, donors, learned professions and industry and nominees of the executive council, the Visitor and the court.

11. The Executive Council should consist of 15 to 20 members with approximately equal number of internal and external members.

12. The academic council should be the sole authority for determining the courses of study and standards. Their decisions should not need approval by any other authority in the university.

13. There should be sound financial rules but used so as not to delay or obstruct progress. There should be external audit and the audit reports should be placed before the Court and also communicated to Governments but it is not desirable to place them before Parliament/State Legislatures and their Public Accounts Committees.

14. (a) As the bulk of our students are in the affiliated colleges, due attention should be devoted to such colleges. The conditions for granting affiliation should be prescribed and enforced by universities notwithstanding pressure of numbers. The increasing demands for admission should not be met by expanding the size of existing colleges but by other measures such as evening and correspondence courses and other types of education besides arts and science courses.

(b) The gap between the condition of service of teachers in the affiliated colleges and university departments should be reduced. Teachers with similar qualifications, whether in college or university departments, should have similar conditions of service including salary scales.

(c) The grant-in-aid to colleges should be improved and, if possible, made uniform throughout the country.

(d) There should be provision to enable colleges to try out new methods and courses.

15. (a) In some States, university grants commissions/committees have been established. If these are to make a useful and effective contribution to higher education, the entire question would need careful consideration by the competent authorities, perhaps in consultation with the University Grants Commission.

(b) The power of appointing teachers and other employees and disciplinary control over them should vest in the university and not transferred to the Public Service Commission or other external body. Teaching appointments should be made by the executive Council only on the recommendation of selection committees consisting of the vice-chancellor, the heads of departments concerned and a certain number of experts. The number of experts may vary according to the class of teachers to be appointed.

16. Every university should have a dean of students and devote special attention to students' welfare. An attempt should be made to secure the cooperation of senior students in the management of social and other aspects of life in the university. Student-government is one of the forms of training that should not be ignored in a university.

MEMORANDUM
ON
ITEM No. VII : INDIAN EDUCATIONAL SERVICE

The matters relating to Indian Educational Service will first be discussed in the meeting of State Education Secretaries to be held at Srinagar on the 4th June, 1965. A copy of the memorandum circulated to Education Secretaries is placed at Annexure 'E'.

2. A memorandum containing the recommendations of the Education Secretaries on this question will be prepared after the meeting of Education Secretaries on the 4th June and circulated to the Ministers for discussion on the 6th June, 1965 (Supplementary Memorandum that follows Appendix 'E'.)

ANNEXURE 'E'

DRAFT MEMORANDUM ON THE INDIAN EDUCATIONAL SERVICE

Constitutional Position :

1.1.1. The State Governments having agreed in principle to the constitution of an All India Service in the field of 'Education', the Rajya Sabha in the fifty-first session has adopted a Resolution in pursuance of article 312(1) of the Constitution for the constitution of "Indian Educational Service". (A copy of the Resolution is at Statement I that follows.)

EXPLANATORY NOTES :

Before moving the resolution in the Rajya Sabha, concurrence of all the State Governments to the constitution of the service in principle had been obtained.

Organisation and Structure :

2.2.1. The Service will comprise two branches, namely, (1) The General Education Branch, and (2) the Technical Education Branch. The date of constitution of the service will be notified by the Government of India.

2.2. As in the two existing All India Services, *viz.*, I.A.S. and I.P.S. each State Government will have a cadre for each branch of the Service.

2.3. The Service will include :

(i) All educational posts with essentially administrative duties like joint educational advisers/deputy educational advisers etc. at the Centre and the director/additional director/joint director etc. and district inspector of schools and equivalent posts in the States :

(ii) Posts of principals of government colleges in the different branches which may be included in the service. The cadre authority may also at their discretion fill up one of two of the senior

administrative posts by borrowing for a specific period an officer from the teaching or research institutions (including universities);

(iii) Teaching and research posts may also be treated as duty posts in those State cadres where the State Governments concerned agree to such inclusion.

2.4. A fixed proportion of the posts, say, 20% may constitute the junior scale posts.

2.5. Since the Indian Educational Service is an All India Service it is necessary that uniform principles be followed in encadring posts. It is suggested that the following principle may be adopted in recommending posts for encadrement :

(a) All permanent posts equivalent and above the level of district inspector of schools should be encadred.

(b) All temporary posts which have been in existence for a minimum period of three years and which are likely to continue more or less indefinitely should also be encadred.

2.6. Where the cadre authorities consider it necessary there may be no objection to having a separate women's branch according to requirements. Where a separate branch for women is created, it may however be integrated with the general branch at the stage of Joint/Deputy Directors of public instruction or equivalent posts with common seniority lists for the purpose.

EXPLANATORY NOTE :

(i) A specific items which may be considered is the question of having an integrated scale of Rs. 400—1250 like some of the non-technical class I posts, and as has been proposed in the Indian Agricultural Service, in place of the suggested provision of Rs. 400—950 and a senior scale of Rs. 700—1250 compared to the total number of posts in the proposed junior scale of Rs. 400—950 and the reasonable prospects of ensuring for the officers in the junior scale, promotion to the senior scale of Rs. 700-1250 from the 6th year of service will have to be borne in mind.

(ii) A separate women's branch has been proposed as there may be legal objections in making specific reservation of a percentage of recruitment for women. The size of the women's branch will depend upon the requirements of each cadre.

Composition of Cadre :

3. The composition of each cadre of the service will be as follows :

1. Senior posts under the State Government (*e.g.*) director of public instruction/education, additional/joint/senior deputy/deputy directors of public instruction/education, principals of government colleges, assistant directors of public instruction/education district Inspector of schools, and equivalent posts of these categories.)*	X
2. Senior posts under the Central Government (*e.g.* Joint educational adviser, deputy educational adviser, etc. and equivalent posts)	Y
TOTAL .	X+Y

*Teaching and reasearch posts will also be included where the State Governments concerned agree to such inclusion.

3. Posts to be filled by promotion of State service officers	25% of X plus Y
4. Posts to be filled by direct recruitment	(X plus Y)—3 above
5. Deputation reserve	20% of 4 above
6. Leave reserve	11% of 4 above
7. Junior posts	20% of 4 above
8. Training reserve	5% of 4 above
TOTAL	Add 3 to 8 above

3.2. The total number of posts under the Central Government which will be manned by officers from State cadre on deputation basis will be distributed between the various State cadres on a pro-rata basis.

EXPLANATORY NOTE :

It has been suggested that in a service like the Indian Educational Service the provision of training reserve at 5% is inadequate because if the members of the Service are to keep abreast of up-to-date developments, grant of study leave, provision of refresher training, advance training and various other inducements to encourage individuals to take up specialised courses of study will have to be made. This will mean that the various reserves will have to be increased.

The present provision has been made more or less on the pattern of the existing all India services which is based on actuarial calculations. There may be no objection to upward revision of the reserves if the actual needs justify it. Again the actual needs will depend upon the different types of posts encadred by the various cadre authorities, their attitude towards study leave etc. Any revision suggested will, therefore, have to bear in mind the different considerations suggested above.

Promotion Quota

4. 25 per cent of the senior posts will be filled by promotion from amongst State Educational Service officers in accordance with the rules and regulations to be framed in this behalf.

EXPLANATORY NOTE :

In considering the exact quantum of the promotion quota, it will have to be seen that there is an adequate base of class II officers who alone would be eligible for promotion to the I.E.S.

Direct Recruitment

5. 5.1. Direct recruitment to the Service will be made through an all India competitive examination conducted by the Union Public Service Commission in accordance with regulations to be framed in this behalf.

5.2. Selected candidates will be appointed on probation for two years. The Central Government may, in consultation with the State Governments, provide training facilities for the direct recruits for a specified period.

Initial Constitution

6. 6.1. For appointment to the senior scale of the Service at the initial constitution stage, all those who hold substantive lien on posts

to be encadred in the service will be considered by the Special Selection Board. In addition, State Educational Service officers who—

(a) hold substantive posts in class II (gazetted) of the State Educational Service,

(b) have put in a minimum of 8 years of service (including officiating service), and

(c) have officiated in a post equivalent to senior scale posts of I.E.S. for a minimum period of 3 years,

will also be considered for appointment against the senior scale posts by the Special Selection Board.

6.2. On the recommendation of a State Government, the Special Selection Board may select even junior State Educational Service officers with four years service for appointment against the junior scale posts in the Service.

6.3. To avoid any large-scale disturbance in the existing position, the officers who have a substantive lien on any of the posts which are encadred in the Indian Educational Service and who could not be selected for the Indian Educational Service at the time of initial constitution will be allowed to continue in their present posts by temporarily excluding these posts from the cadre till the particular individual retires under the State Government rules.

EXPLANATORY NOTES :

The Ministry of Education have agreed to give up the demand for a separate Central cadre and are willing to meet their needs by drawing upon various State cadres. The cases of education officers, assistant education officers etc. who are at present serving in the Ministry of Education will be considered like the cases of State Government officers whose posts are encadred at the initial constitution stage. The individuals who are selected for the I.E.S. will be allotted to different State cadres.

7. 7.1. The rates of remuneration for the various grades may be as follows :

	Rs.
Joint Educational Adviser,	2000-125-2250
Director of Public Instruction/Education and equivalent posts	
Additional Director of Public Instruction/Education and equivalent posts	1800-100-2000
Joint Director of Public Instruction/Education and equivalent posts	1600-100-1800
Deputy Director of Public Instruction/Education and equivalent posts	1300-60-1600
Assistant Director of Public Instruction/Education, District Inspector of Schools and equivalent posts	Senior Scale: 700-40-1100-50/2-1250 Junior Scale: 400-40-450-30-600-35-670-EoB-35-950.

7.2. Details of special pay, deputation allowance, etc. to be granted to officers on deputation to the Centre or a State may be settled later.

Special Selection Board

8. 8.1. The Special Selection Board referred to in para 6 will be composed of :

(a) Chairman/member of U.P.S.C. (President)

(b) Two representatives of Central Government not below the rank of joint secretary

(c) Two representatives of the State Government concerned

Disciplinary Control

9. 9.1. The pattern will be the same as for the existing all-India Services (e.g. I.A.S./I.P.S.)

STATEMENT I

COPY OF THE RESOLUTION UNDER ARTICLE 312(1) OF THE CONSTITUTION PASSED BY THE RAJYA SABHA ON MARCH 30, 1965

"This House do resolve in pursuance of clause (1) of article 312 of the Constitution that it is necessary and expedient in the national interest that Parliament should by law provide for the creation of the following All-India Services common to the Union and the States and regulate the recruitment, and the conditions of service of persons appointed, to each of these Services, namely:

(i) the Indian Agricultural Service; and

(ii) the Indian Educational Service (General Education, Technical Education)."

SUPPLEMENTARY MEMORANDUM
ON

ITEM NO. VII—(CONTD) : **INDIAN EDUCATIONAL SERVICE—SUMMARY OF THE DISCUSSION ON INDIAN EDUCATIONAL SERVICE AT THE MEETING OF THE EDUCATION SECRETARIES AT SRINAGAR ON 4TH JUNE, 1965**

The Union Education Secretary, Shri Prem Kirpal, explained that the Resolution under Article 312(1) of the Constitution relating to the constitution of the Indian Educational Service was unanimously adopted by the Rajya Sabha after the consent of all the States had been obtained. He requested the education secretaries to give their suggestions as to how best to speedily bring the service into being.

During the discussion, the various State education secretaries raised the following points:

(a) **Inclusion of Teaching and Research Posts in the Proposed Indian Educational Service**

While some education secretaries and D.P.I's. wanted teaching and research posts to be included in the Indian Educational Service, others thought that the service should confine itself only to posts in educational administration.

The draft memorandum on the Indian Educational Service which was sent to the State Governments provides the necessary flexibility. In fact, paragraph 2.3(iii) reads as follows:

> "Teaching and research posts may also be treated as duty posts in those State cadres where the State Governments concerned agreed to such inclusion."

This provision should be adequate to meet the demands of all concerned.

(b) **Promotion Quota in the Indian Educational Service**

It was pointed out by some education secretaries and D.P.I's. that the promotion quota of 25% as suggested in paragraph 4 of the draft memorandum was inadequate. Some State Government representatives wanted the promotion quota to be raised to as high as 50% whereas others felt that as in the other new all India services, the promotion quota should be at least 33-1/3%.

While there is no rigidity about this figure of 25%, it is pointed out that in considering the exact quantum of the promotion quota, it has to be seen that there is an adequate base of class II level officers in the State service who only would be eligible for the promotion to the Indian Educational Service. Otherwise there is a danger of junior officers getting an unduly high jump in their emoluments out of all proportion to the reasonable anticipation of advancement of their grade.

(c) **Initial Constitution**

It was represented on behalf of some States that the existing holders of posts which are encadred in the Indian Educational Service should not suffer if they are not taken into the Service.

It may be explained in this connection that this point has already been taken note of in the memorandum and it has been provided that "those who could not be selected for the Indian Educational Service at the time of initial constitution will be allowed to continue in their present position by temporarily excluding these posts from the cadre till the particular individual retires under the State Government rules." Apart from this, the

Special Selection Board of five which is to be presided over by a Chairman/Member of the Union Public Service Commission will include two representatives from the State Governments concerned to see that no injustice is done to anyone.

(d) **Having a Separate Women's Cadre in the Service**

Representatives of some States expressed the view that a separate cadre for women was not necessary. In this connection, the draft memorandum on the Indian Educational Service provides (para 2.6(ii)) that "a separate women's branch has been proposed as there may be legal objection in making a specific reservation of a percentage of recruitment for women. The size of the women's branch will depend upon the requirements of each cadre." It will thus be seen that the provision of a women's branch is made conditional upon the exigencies of each State Cadre.

MEMORANDUM
ON
INDIAN EDUCATIONAL SERVICE

(*Note from Government of West Bengal*)

The States Reorganization Commission, reporting in 1955, recommended that more all-India services be constituted to promote the cause of national integration in India. Following it up, the Government of India made a proposal in 1956 suggesting the setting up of an All-India Educational Service. The State Government, in the Education Department, gave the matter careful consideration, but it did not think that the State would derive any substantial benefit from the scheme; for unless an officer in the Education Department knew the language of the State and was imbued with the distinctive cultural milieu of the region, he would not be able to help the State Government in the formulation and execution of its plans for educational development. The State Government therefore replied that West Bengal would not participate in the scheme. On a second reference made by the Government of India in 1958, the Home (General Administration) Department of the State Government, after consulting the Education Department, informed the Government of India that the State Government was "strongly opposed to the idea of forming the proposed All-India Educational Service."

2. After a lapse of three years, the issue was raised again in August, 1961 at the meeting of the Chief Ministers of States convened to consider the question of national integration. At this meeting the principle of having All-India Services in Engineering,

Medical and Forestry departments was accepted, subject to schemes being drawn up and circulated to the State Governments for consideration. Then, again, at the National Integration Conference held in September-October, 1961, views were expressed that an all-India service should be created in the field of education also. Soon thereafter, the Government of India, Ministry of Home Affairs, approached the State Governments in February, 1962, for their agreement in principle, pending formulation of a detailed scheme for the purpose.

3. In August, 1962, the Ministry of Education, Government of India, also made other tentative proposals for the "exchange of officers of the Central Ministry of Education with those of the State Governments." The Ministry of Education suggested that these proposals, made "independently of the decision that may be taken on the proposal to form an All-India Educational Service", were intended as an arrangement under which officers in the Central Ministry of Education could be deputed for "field assignments" in the States, and officers of the States, having practical experience in the field of education, be given assignments in the Ministry. Nothing came out of these proposals, but the Government of India in the Ministry of Education continued to press for the "formation of an All-India Educational Service and a common pool of administrative officers from the States and the Centre by mutual consent".

4. The Home Ministry of the Government of India pressed again in December, 1962, with the suggestion for the creation of an All-India Educational Service, and the State Government agreed *in principle* to "the creation of an All-India Educational Service on the basis of the proposals contained in D.O. letter No. 17/7/61-AIS-(III) dated the 14th December, 1962 from the Ministry of Home Affairs, Government of India".

5. After this the Home Ministry of the Government of India sent in February, 1963, a "Note on the constitution of an All-India Educational Service". It appeared from that 'note' that formal reference had been made to all State Governments requesting them to agree to the creation of the Service. Nine State Governments, including West Bengal, had agreed in principle; of them, Mysore and Assam had agreed conditionally and tentatively. Three State Governments did not favour the creation of the IES; they were Madhya Pradesh, Madras and Maharashtra. Three others, namely, Andhra Pradesh, the Punjab and Rajasthan had not replied. Those who did not favour the creation of the IES took the view that there would be no advantage in constituting

it. The Government of Maharashtra felt that, on the other hand, there would be distinct disadvantage in having such a service; for it might lead to the weakening of State initiative and control in a matter which was essentially a State responsibility and should be best handled at that level.

6. The Government of India's 'note', referred to above, gave a 'tentative scheme' for the creation of an All-India Educational Service. This scheme made the following major points:

(i) The Service, consisting of two branches, namely, the General Educational Branch and the Technical Educational Branch, could include "all posts with essentially administrative duties".

(ii) While the posts of principals of government colleges and the administrative posts of district inspectors of schools and above were proposed to be included, together with "a certain proportion of the posts of assistant inspectors constituting a pool of training posts", teaching and research posts in educational institutions were to be generally excluded.

7. This whole matter was discussed at the Chief Secretaries' Conference in New Delhi in March, 1963. The discussion was not conclusive in the absence of a fuller scheme, which the Government of India promised to send out to the States for further consideration. Some correspondence in this matter also passed between the State Education Department, West Bengal and the Ministry of Education, Government of India.

8. Starting from the premise that education is the most important single means of imparting oneness in the country, the Ministry of Education suggested that, as in the higher levels of general administration so also in the higher levels of educational administration, the presence of all-India outlook would be very welcome. As a statement of objectives this is unexceptionable. But as soon as one comes to details, the scheme runs into instant difficulties.

9. Education, to be effective, must be imparted in the regional language. All experts agree that the regional language should be the medium of instruction, and also ultimately the medium of examination, for education up to the highest level. At present the medium is almost wholly English for higher education. But as soon as requisite textbooks are produced in the regional language, a full change over may be effected. This has not made much headway as yet, but it has been accepted as desirable on all hands that this should come about as soon as practicable

All teachers, in this context, must not only know the language of the region but should know it well enough to be able to use it effectively for the dissemination of education in that language. Appointment to teaching posts must, therefore, be made at the regional level. So at first it was thought fit to keep the teaching posts out of bounds of the All-India Educational Service.

10. This reservation brought other considerations in its train. If the teachers were to be excluded, whom should the Service include at the State level, where, after all, the Service would be brought into being, since there would be no Central cadre as such? The initial proposal was to include "all posts with essentially administrative duties"; the director of public instruction, the deputy directors, the assistant directors and other administrative posts of district inspectors of schools and above. But the director of public instruction and the deputy and the assistant director of public instructions would be selected from amongst principals of government colleges. Could the principal be excluded? To this the Government of India's hurried reply was that the principals of government colleges should be included. But wherefrom come the principals? As it is well-known, they are initially recruited to teaching posts in colleges. Should these posts too be included? To this the Government of India's initial answer was: "a limited number will be recruited (to the All-India Educational Service) from those engaged in teaching". This meant that teachers, *qua* teachers, would not be *in* the All-India Educational Service, but a limited number of them would be taken *to* the Service. Even this ground was shifted later, when the Ministry of Education formally asked the State Government "whether in the opinion of the State Government teaching and research posts should also be included in the proposed Service."

11. Recruitment to teaching posts cannot, for obvious reasons, be made on any supra-regional basis, if the imparting of education through the medium of the regional language is to remain as the accepted ideal. On this point the Ministry of Education has, by sheer necessity of pursuing its *own* logic, taken a controversial position to argue that "knowledge of the regional or State language should not be considered a *sine qua non* for the inclusion of the posts of principals or other teaching posts in the proposed Service". The Government of India expects that "the officers allotted to the State would learn the regional language—a thing which should not be very difficult to achieve". The Ministry of Education has also taken care to point out that "this has already happened in the case of officers of the other all-India services in existence, like the Indian Administrative Service and the Indian Police Service."

12. The Government of India's special pleading for whittling down the necessity of "knowledge of regional or State language" in respect of teachers is not convincing. The mere expectation that "the officers allotted to the State would learn the regional language" is not enough. The analogy of the IAS and the IPS officers, recruited from other States, is not on all fours. An IAS or an IPS officer, with a bare working knowledge of the local language just sufficient to understand others or to make himself understood, can carry on administration with the help of the large bulk of other officers who know the language and can be expected to mind the details. Not so a teacher. He is to establish an adequate circuit of communication between himself and his students without the aid of intermediaries to make good any hiatus in comprehension. Then again, in administration 'action' is more important than 'exposition' which, in any case, can be left to others; in teaching, on the other hand, 'exposition', aimed at impressionable minds in the process of their unfolding, is of the essence of communication and cannot be provided by proxy. The analogy of functions suggested by the Government of India between the existing IAS-IPS complex and the proposed IES would not therefore be appropriate. Not without reason the Maharashtra Government expressed its misgivings that there would be distinct disadvantage in participating in the scheme for an Indian Educational Service. That Government feared that this might lead to the weakening of State initiative and control in a matter which was essentially a State responsibility and should be best handled at that level. These misgivings cannot be ruled out.

13. It may be relevant in this connection to refer to the circumstances in which recruitment to the Indian Educational Service was discontinued and the Service was 'provincialised' on the recommendation of the "Royal Commission (Lee Commission, 1923-24) on the Superior Civil Service". Prior to the passing of the Government of India Act of 1919, among the Superior Civil Services in India administering subjects primarily controlled by the Provincial Government was the Indian Educational Service. A new situation arose with the passing of the Government of India Act of 1919. Self-Government in the 'transferred' field had to be reconciled with the fact that the all-India services engaged in this field were still under the ultimate control of the Secretary of State. The Lee Commission was appointed in 1923 to enquire into "the possibility of transferring immediately or gradually any of the present duties and functions of the Superior Civil Services in India to Services constituted on a provincial basis".

14. The Lee Commission received a strong plea of Indian opinion for the transferrence to some authority in India of the

functions of appointment and control hitherto exercised by the Secretary of State. The proposals laid before the Commission in this regard were that these powers should be transferred either to the Government of India or to the Provincial Govenments. The Commission considered the above suggestions as applied to the various Services including Superior Civil Services operating in the 'transferred' fields, among which was the Indian Educational Service. It was represented to the Commission that although Ministers were given full power to prescribe policy, they might be hampered in carrying it out by the limitations to their control over the all-India services inasmuch as members of these services, unlike those of the Provincial Services, were appointed by the Secretary of State and controlled by him. This involved a constitutional anomaly which would render control over the 'transferred' fields, incomplete and largely ineffective.

15. A considerable body of evidence was placed before the Lee Commission regarding the effect of the cessation of all-India recruitment on the standard of administration in the 'transferred' fields. The Commission was not, however, convinced that the risk attending a change would be sufficient to outweight the argument for carrying to a logical conclusion the constitutional change effected by the Government of India Act of 1919 in this field of administration. The Commission was, therefore, of the opinion that, for the purpose of the Local Governments, no further recruitment should be made for the Indian Educational Service and that the personnel required for this branch of administration should in future be recruited and appointed by the Local Governments. In the event of provincialisation of the All-India services, the Government of India might still require men for posts directly under the Central Government. While recommending recruitment by the Government of India to posts in central institutions for such purposes, Sir Reginald Craddock, in his separate minute, made it clear that "in the case of education there is not, of course, the same necessity for a central institution." Certain observations made in another minute by Prof Reginald Coupland, a member of the Lee Commission, are worth quoting in this connection:

> "The measure of responsible government in transferred subjects should be as complete and as real as possible... It was clearly recognised that it was not logically consistent with this principle to maintain for the execution of ministers' policy in that field a group of Superior Civil Services (the Indian Educational Service, ***) the recruitment and ultimate control of which were vested not in ministers and Legislative Councils, but in the

> Secretary of State and Parliament... The only practicable method of reconstituting these Superior Services on a provincial basis is for the Secretary of State to cease to recruit for them, and for ministers to begin building them up afresh from the bottom as the old all-India personnel automatically diminishes.....
>
> .....*It is recommended that the new Services, which are gradually to take over the duties now performed by the all-India services in the transferred field, should be free from all extra-provincial control,* i.e., *from that of the Government of India as well as from that of the Secretary of State. All Provincial Services working in the transferred field should in due course be controlled by Provincial authorities.*

16. These recommendations of the Lee Commission were accepted, and as a result further recruitment to the Indian Educational Service was discontinued in the second half of the 1920's. This constitutional arrangement, brought about by the Government of India Act of 1919, was confirmed and extended by the Government of India Act of 1935 which introduced Provincial Autonomy in administration. With the exception of Entry 12 and Entry 13 of the List I of the Seventh Schedule of the Act of 1935, 'Education' was made entirely a Provincial subject. In the Constitution of India promulgated in 1950. "Education including universities" was declared to be "State responsibility" (Entry 11 of List II, of the Seventh Schedule of the Constitution) "subject to the provisions of Entries 63, 64, 65 and 66 of List I and Entry 25 of List III". Entry 70 of List I names "All-India Services" as a matter exclusively within the legislative competence of the Government of India; Entry 41 of List II, on the other hand, includes "State Public Services" as a legislative responsibility of the State Governments. Creation of an All-India Service in Education will disturb the constitutional balance as at present obtaining, and this may not be the correct method of achieving national integration in a country like India. It is indeed debatable whether the interests of national integration in this country will be better served by a larger measure of centralisation and unitary control or by greater de-centralisation and devolution of responsibilities to regional authorities, especially in 'education' which is essentially a State responsibility and is susceptible of the widest development on the basis of local initiative.

17. The idea was at first mooted as a scheme for the setting up of an All-India Educational Service which would include "all posts with essentially administrative duties". It was suggested

that "senior officers, rich with actual experience in the field, would go to the Centre and help in the formulation and execution of educational policy". In expounding this scheme, the Government of India stated that "the Centre would not have a cadre of its own, but would rely upon the States for officers". They assured that this scheme, by and large to be confined to higher administrative personnel "would not in any manner take away the initiative of the States in their own reserve field and yet ensure a system whereby field experience in the States would very greatly influence educational policy all over India.

18. These initial outlines might well be developed into a structure different from the one lately being presented. This alternative structure may be strictly confined to educational administration at the government level, *i.e.,* keeping educational institutions well out of bounds. This Service might include only top-level *administrators* at the Centre and in the State formed by a suitable system of selection by deputation from the State Educational Services, the officers retaining their status and position in the State Services while on deputation for employment in the administration and being allowed to go back to teaching the parent service after a period of work in administration. At the State level this deputation reserve of educational administrators might include the posts of the director of public instruction and the assistant director of public instruction, and also those of the additional and deputy director of public instruction if such posts be created in future. It may not be desirable to allow further remification of the cadre of this all-India service for educational administration to any level below, or away from, that of assistant directors of public instruction at the State level.

MEMORANDUM

ON

ITEM NO. VIII : EQUIVALENCE OF STANDARDS AT SCHOOL STAGE FOR FACILITATING INTER-STATE MOBILITY OF STUDENTS

The Conference of the Education Ministers held on 25th and 26th April, 1964 resolved as follows :

> "An appropriate machinery for determining the equivalence of standards at school stage in order to facilitate the mobility of students from one State to another and for promoting uniformity in the school system should be established by the Ministry of Education."

2. Accordingly, the subject was examined and a note on "Equivalence of School Classes in different States and Union Territories" was discussed at a meeting of the directors of public instruction/directors of education held at the time of the C.A.B.E. session on October 8, 1964 with a view to find a generally acceptable formula.

3. The above meeting generally agreed that the equivalence formulae stated below may be adopted:

(i) A child migrated from a ten-year high school to another ten-year high school, *or* from an eleven-year higher secondary school to another eleven-year higher secondary school should be admitted to the same class as he was studying in.

(ii) In the case of a child migrating from a school where the duration of the school course is different from that in the school to which he is migrating—the top classes leading to the high school examination should be considered equal and the equivalence in the lower classes should be worked out on the basis of number of years required to reach the top class.

(iii) A child migrating from a 11-year high school to a 11-year higher secondary school should be admitted to one class lower.

(iv) A child migrating from a 11-year or 12-year or 13-year higher secondary school to a 11-year high school course should be admitted to one class higher.

NOTE

(i) Higher secondary would in these contexts include the intermediate classes of Uttar Pradesh and the PUC classes.

(ii) At the primary stage (classes I to V) the headmaster may have the discretion to admit a student to one class higher than that to which he may be eligible on the basis of this equivalence formula, if on testing the child, he thinks him to be fit for the higher class.

4. In order that the student population moving from one part of the country to another for various purposes may not suffer from uncertainty or dislocation in education, it is necessary that this question of equivalence should be settled urgently and uniformly throughout the country. This principle is for example accepted in respect of the degree examination so that although there may be differences in various syllabi etc., the end-product is considered as equal provided the examination is taken through a recognised university.

5. The conference may consider and approve of the formulae suggested by the D.P.I's. meeting (*vide* para 3 above), whereafter the States/Union Territories will adopt this in practice from the 1965-66 academic session.

MEMORANDUM

ON

ITEM No. IX : (a) PREPARATION OF STANDARD TEXT-BOOKS FOR SOME BASIC SUBJECTS FOR USE ALL OVER THE COUNTRY

(b) TRANSLATION INTO REGIONAL LANGUAGES OF GOOD SCHOOL BOOKS IN USE IN FOREIGN COUNTRIES

(Note by Government of Punjab)

(a) Preparation of Standard Text books for some Basic Subjects for use all over the Country

A large number of States in the country are now following the policy of nationalisation of text-books. The Punjab Government has completely nationalised all the textbooks from class I to VIII.

The textbooks are the common means of imparting instructions in schools and are being considered the most potent teaching aid for that purpose.

From the point of view of national integration, it has been increasingly felt that our standards of teaching in schools should be more or less uniform throughout the country. This can be achieved, by and large, by making our nationalised textbooks "of uniform standard throughout the country". The following subjects are very well-suited for the purpose of uniform textbooks :

(a) General science
(b) Arithmatic/mathematics
(c) National language (Hindi)
(d) English
(e) Drawing
(f) Art and craft (spinning and weaving, wood work, needle work, sewing, tailoring etc).

There are a few subjects which have a local colouring although 'all India' background is there. The emphasis on the regional background varies from State to State. In this aspect the following subjects can be included :

(i) Social studies
(ii) Geography

(iii) **Regional language**

(iv) Agriculture with regional bias.

As these books are proposed to be written on all-India basis, subject-experts of great repute should be appointed to write such books. Before prescribing such books, these should be properly evaluated on regional basis so that they could serve as effective teaching aids. Books on subjects which have some regional bias may also be got written by the commissioned authors belonging to a particular region under the guidance of a central agency so as to retain their essential 'all-India' character. For instance any book on regional language, some stories, biographies, accounts of travel should be drawn from all parts of the country so that a child acquires an all-India outlook with the help of such books.

In order to develop abiding faith in the oneness of the country and also for giving an idea of varied hues of our cultural fabric, textbooks with all-India background are most essential.

(b) **Translation into Regional Languages of good School Books in Use in Foreign Countries**

These translations can only be useful for advanced students generally at the college stage. Therefore, English translations, of other foreign books will be found very useful. Transalations in regional languages will not be of much help. In the first instance the regional languages have not yet attained so much maturity of conveying the correct meaning contained in foreign textbooks. Secondly, the standard of attainment in a foreign country is much higher and the translated version of certain text-books will not fit into our own schemes of studies. But such translations can only serve as supplementary reading and cannot take the place of our regional textbooks which have been planned according to our own needs. Therefore, limited translations of subjects like general science or mathematics may be encouraged into English or Hindi for our advanced students.

MEMORANDUM

ON

ITEM No. IX(A)—(CONTD) : **PREPARATION OF STANDARD TEXTBOOKS FOR SOME BASIC SUBJECTS FOR USE ALL OVER THE COUNTRY**

(Note by Ministry of Education)

Improvement in the quality of textbooks will help to raise the standard of education. Vigorous efforts, therefore, have to be made to improve the quality of textbooks and make such books available to all students.

2. Before the Central and State Governments started taking direct and active interest in this matter, textbooks production was generally in the hands of private publishers. The State Governments, textbooks committees, boards of secondary education etc. were concerned mainly with laying down norms of textbooks production and details of syllabi. Private trade could not mobilise the necessary specialised knowledge, skill and experience as also collaboration of best artists and illustrators so as to produce textbooks. Often commercial or profit-making motives prevailed.

3. Concerted efforts have been made to improve textbooks. The need was felt for State intervention and the production of nationalised textbooks. According to available information almost all the States, except Gujarat, have nationalised textbook production at various stages. The enclosed statement (Statement II) gives some data. (This may be brought up-to-date during the Conference).

4. Under the aegis of the National Council of Educational Research and Training, a Central Committee has been set up to prepare model textbooks for all stages of school education, as also supplementary educational materials. Textbooks of Hindi and biology for classes IX, X and XI have been prepared and published. Model textboks in History, Geography, Sanskrit, social studies, mathematics, physics, chemistry, general science, commerce, technology and agriculture as also teacher training are in various stages of preparation and are expected to be ready in the course of 1965-66. These textbooks are being written in English and will be translated into Hindi by the Council.

5. The textbooks prepared by the NCERT are intended to be sent to State Governments (boards of secondary education, etc.) for adoption with necessary adaptation and translation into the regional language.

6. The Council has also undertaken a programme of bringing out low-priced Indian reprint editions of outstanding American publications. The programme is being assisted by the USIS under the joint Indo-American Standard Works Programme. The entire series of PSSC physics text materials, CHEM Study materials have been reprinted. The BSCS biology materials and three books of the educational testing service are in press. Negotiations are under way for the reprinting of the off-prints of scientific American and the series of SMSG mathematics materials.

7. It may also be mentioned in this connection that the Central Institute of English, Hyderabad (set up in 1958) has brought out a preparatory general English course for colleges (social

sciences); a preparatory general English course for colleges (physical-sciences) and directives for teachers and exercises in support of radio lessons broadcast by the Institute. Some of the Regional Institutes of English have also produced such material. The CIE is also at present engaged in the work of producing textbooks in English for the school stage.

8. The following points may be considered by the Education Ministers' Conference:

(i) The suggestions of the State Governments regarding the programme of nationalisation of textbooks in view of the experience gained so far;

(ii) Steps to adopt with suitable modifications (and also arrange for translation where needed) of the textbooks produced by the National Council for Educational Research and Training;

(iii) Effect of sub-item (ii) on the present system of nationalisation and approval of textbooks;

(iv) Suggestions for improvement of the techniques by which textbooks are now being produced;

(v) Need for further coordinated and centralised effort in this field and the aspects of textbook production in which such effort can be made.

STATEMENT II

STATEMENT REGARDING NATIONALIZATION OF TEXTBOOKS

State	Programme of Nationalisation of Textbooks Adopted in	No. of Books Nationalised (1963-64) and Stages	
1	2	3	
1. Andhra Pradesh	1958-59	Primary (Classes I to V) ..	13
2. Assam	1963	Primary ..	11
		Middle ..	1
		Secondary ..	4
		Higher Secondary ..	2
3. Bihar	1950	Primary ..	34
		Middle ..	12
		Secondary ..	93
4. Gujarat	No		
5. Jammu & Kashmir	1948	Primary .. Middle ..	115

1	2	3	
6. Kerala	1947-48	Primary Middle Secondary	206
7. Mysore	1958-59	Primary Middle Secondary	105 107
8. Madras	1960-61	Primary Lower Secondary	8
9. Maharashtra	1961	Primary Secondary	36
10. Madhya Pradesh	1963	Primary Middle	23
11. Nagaland	1862	Primary	4
12. Orissa	1963-64	Primary	4
13. Punjab	1963	Primary Middle	127
14. Rajasthan	1956	Primary Middle	14 24
15. Uttar Pradesh	1941	Primary Junior High School (Classes VI to VIII)	25 6
16. West Bengal	1949-50	Primary (Basic)	10

MEMORANDUM

ON

ITEM No. X : REPORT OF THE PARLIAMENTARY AND SCIENTIFIC COMMITTEE ON "SCIENCE EDUCATION IN SCHOOLS"

The report of the Indian Parliamentary and Scientific Committee on Population Control and Family Planning was considered by the Central Board of Family Planning over which the Union Minister of Health presides and which consists of Ministers of Health from each State. The report was considered and adopted and State Governments have been asked to implement it.

The Committee has also brought out its report on 'Science Education in Schools'. Dr. V. K. R. V. Rao, Member, Planning Commission, in charge of Education, appreciated the report very much and had asked for a special meeting with the Committee to discuss the report. A special meeting was called for this purpose. He felt that steps should be taken to implement it by the Ministry of Education and the State Governments. The Planning Commission would draw upon it for the formulation of the Fourth Plan.

The proposal is that the Report on 'Science Education in Schools' may be sent to the State Governments. The Ministry of Education may be approached to place the Report for consideration at the next Education Ministers Conference.

[The Report has been brought out as a separate notification by the National Council of Educational Research and Training, 16, Ring Road, New Delhi. Chapter V on 'Future Developments and Suggestions' is however reproduced in Annexure F]

ANNEXURE F

SCIENCE EDUCATION IN SCHOOLS

Future Development and Suggestions*

5.0.1. From the preceding chapters it will be seen that there appear to be many difficulties in implementing various suggestions made in the report of the Third Five Year Plan at page 586 about improvement of science education in secondary schools. This would also seem to imply that science education at the university stage would be affected by the weaknesses found in the foundation courses at the school stage. We feel, therefore, that steps

*Chapter V of the Report of the Indian Parliamentary and Scientific Committee on Science Education in Schools.

have to be taken to improve science education in the schools and the defects mentioned in the Madras report and the Orissa survey have to be borne in mind while suggesting a course of action. We also feel that it is desirable that every State Government should undertake a survey of science education, curriculum, syllabus, textbooks, teachers, equipment, etc., and on the basis of facts collected and difficulties of the State Governments which could be analysed, a programme of action more or less on the lines of the 7 steps suggested by the U.S. Government mentioned in Chapter IV should be organised by State Government with the co-operation of the Central Ministry of Education and the National Council of Educational Research and Training.

5.0.2. We should mention here the importance of the programmes of the National Council of Educational Research and Training organised as an autonomous unit since 1961 under the Ministry of Education. We have been told that its programmes are designed with focus on research studies and investigations in problems of education and they select those problems for study which would make a direct contribution to the improvement of schools, training of teachers, provision of extension services to the schools and dissemination of information of improved school practices. The Council is at present engaged in a programme of production of textbooks for secondary schools and other educatinal literature in different subjects. Their advice will be most helpful in arriving at a policy of improving science education in the schools, but every State must first analyse its difficulties and suggest lines of action for improving the position.

5.0.3. We have recognised that it is the duty of all schools under the administration of the State Governments to present science as a part of the cultural and humanistic studies. In planning future programmes it would be desirable, therefore, that State Governments, the Central Government and their different bodies like the National Council and the Planning Commission should work out practical programmes of action. It seems to us that almost every State—we have mentioned Madras and Orissa, but we are told that the same is the position in other States—has to face financial difficulties in establishing suitable laboratories, science museums, science clubs and libraries. We feel that it should not be difficult for the Central Ministry of Education in cooperation with the State Governments to analyse this problem in detail and to arrive at calculations of requirements of financial provision so that in the remaining years of the Third Plan and particularly the Fourth and subsequent Plans it should be possible for the Planning Commission to make suitable provision in the

State plans for improvement of science education at the school level. Everyone is conscious of the importance of such a step and no one would disagree that every attempt is made to encourage science courses in the school syllabus in full recognition of the fact that such courses taught should be in harmony and co-ordination with and not in opposition to the other traditional subjects.

5.04. Recognising this need for emphasis on science teaching in the schools in modern times particularly in an age of scientific and technological development and recognising also the fact that in all advanced countries courses of studies at the school level emphasise science as a major human activity, as a means to discover truth about nature and realising also that basic values in modern life are a deep concern of scientific education, we further recommend that the State Governments should see to it that a proper machinery is set up immediately for organising new science syllabus in the curriculum of school courses in cooperation with the Central Ministry of Education and their various advisory and research bodies.

5.05. We are apprehensive of what the Sampurnanand Committee has said about lack of uniformity of courses in States at the secondary education level. We think that the Sampurnanand Committee's report should be considered by all State Governments and the Central Ministry of Education and an endeavour should be made to re-organise the pattern of education. We cannot really say more than what the Sampurnanand Committee has said on the difficulties in the present organisation of education. But we are aware that the State Governments and the Ministry of Education have also been seized of the problem and the Central Advisory Board of Education through its Standing Committee is trying to arrive at a reasonable solution.

5.06. In broad terms, however, we make the following suggestions:

(1) Science education in the *primary schools* should be introduced in the form of nature study. Not less than 25% of the lessons in the different language readers could be devoted to science subjects in the form of stories, explaining the phenomena in nature as well as the lives of great scientists who have contributed to the making of the modern world. Such lessons should not however lack in literary presentation and grace to stimulate creative talent of the pupil. Use of visual aids, visits to botanical and zoological gardens and other methods of instructions have to be employed as far as feasible. Besides, in the reorganisation

of syllabus for primary schools some science teaching has to be introduced in an elementary form. A committee like the one in UK should study the syllabus for "Science in Primary Schools" and should submit a report to all States for their consideration and acceptance with any modification. The Ministry of Education with the assistance of the National Council of Educational Research and Training should undertake this.

5.07. (2) General science courses could be started in the *middle schools, i.e.,* classes VI, VII and VIII.

The real difficulty at this stage is that of formulation of curriculum and syllabus and prescription of suitable textbooks, preparation of the lists of laboratory equipment and establishment of proper laboratories and libraries. In broad terms again we should like to suggest that the emphasis here should be on general knowledge and the proportion of time to be given to subjects like mathematics, geography, general science including physics, chemistry, biological science, etc., along with humanistic subjects like language (*i.e.* English, Hindi, Indian language etc.) should be properly envisaged and should have a standard content in all the States. For this purpose, it would be desirable to have consultation with the State Governments at the Centre and a policy regarding contents of courses should be evolved in such a way as would be acceptable to all the States and certain uniformity established about these courses. It should not be hard for a student migrating from one State to another to adapt himself or herself to the pattern of courses in a State where he/she migrates. And secondly it should be possible to have textbooks prepared for different classes covering uniform syllabus. There could be a variety of textbooks giving illustrations and, perhaps, simplified approaches to explain the content of the subject. But the syllabus covered should be the same in all the textbooks accepted in the different States in different languages. No attempt at specialisation in any subject should be made at this stage.

While we have said this, we do not want to suggest that a dead uniformity of courses will help teaching of general science as local environment—urban and rural, industrial or non-industrial, mountain, plain and sea-shore—will have to be taken into consideration. There has to be a broad curriculum and the teachers should have the choice to teach the subject in accordance with the local conditions and the emphasis should be laid on methodology of science rather than covering a fixed curriculum.

It is recommended that the committee mentioned above may examine this problem or a separate one may be appointed to suggest concrete steps.

5.08. (3) At the *high school* stage science should be compulsory for all students, but it has to take the form of separate subjects as mathematics, physics, chemis try, biological sciences, etc., along with the other humanistic subjects. Certain guidance in this connection could be offered by the way in which courses have been prescribed in the USSR. While formulating the courses it should be seen that there is a balance between the courses in science and courses in humanistic subjects and the one does out-weigh the other. This should remove defects of early specialisation and everyone who leaves the high school should be equipped with elements of science as well as of humanistic culture, whether he goes into employment or further courses in higher education or junior college instruction or in courses of vocational education in the trade schools, polytechnics or various other branches of vocational training which will expand as our economy progresses.

Our real approach in emphasising science teaching at this stage is how it has been explained some time ago by Bertrand Russel in a statement that science to day holds the same position in our culture as the classics held in the medieval and pre-industrial revolution period in Europe. A classics man was considered to be a well-educated person in earlier times. In modern times a man with the knowledge of mathematics, physics, chemistry, biology, etc., might be known as an educated person.

At the high school stage or higher secondary stage of one year more, or junior college stage of intermediate level of 2 years, after high school, as this pattern is *likely to come during* the next 15 years, we have to provide two kinds of science courses (i) general science, compulsory for all at the lower stage to enable every citizen to understand the modern world and (ii) optional or elective science for those who are going to adopt a career requiring scientific knowledge or of applied science like engineering, medicine and agriculture.

5.0.9. (4) A decision will have to be taken regarding the nature of the higher secondary stage. If the trend is to follow the recommendation of the Sampurnanand Committee, it will be possible to have new institution of junior colleges or intermediate colleges attached to the colleges or high schools or independent with a 2-year curriculum consisting of the 11th and 12th classes. In that case, specialisation in science could be started at this stage for those students who would go in for professional courses of medicine, agriculture, engineering or degree courses like B.Sc. and M.Sc. in science itself. The courses will have to be, perhaps,

of the same nature as adopted for the VI form in the UK where boys spend at least 2 years, but very often 3 years in doing courses at advanced level for admission to the universities and other institutions of higher training.

5.10. However, this would mean taking a decision which might take some time after long deliberations. We understand that the University Grants Commission and the Conference of the Vice-Chancellors have felt that the total duration of course of education should be 15 years in the school and the college which may be 11+4 or 12+3. The 12 may be 5+3+2+2 and 11 may be 5+3+3. However, this matter has already been explained in Chapter III, paras 3.07 and 3.08.

5.11. (5) In our opinion, specialisation at an early stage of school education should be avoided and courses of instruction should be so framed as to enable those who come out of the high schools at the age of 16 plus or 17 after completing 10 years of schooling either to pursue an occupation or training programme suitable to their aptitude or to undertake further higher academic course. At present in some States the tendency is to offer options at an early age of 14 plus and a student very often has to decide whether he takes the subjects in arts or science or commerce at that tender age. This we consider to be un-balanced and un-educational. At the same time some bias should be given at early stage of education at appropriate levels suited to aptitude and capability of the student. This would be a matter of properly balancing courses of study.

5.12. (6) *Modernisation of School Curriculum.*—We learn in the syllabus today as obtained in a number of States the courses are pretty out of date and modernisation of school curriculum is a complicated problem. We, however, feel that this should be settled by the State Governments with the advice of the Central Ministry of Education immediately and the process of making these courses up-to-date should be a continuous one for, as stated by the Crowther Report, "periodical revisions of the intellectual diet are necessary".

5.13. (7) *Science Textbooks.*—The problem of textbooks in science subjects has been mentioned earlier and has to be examined by the State Governments and the Central Ministry of Education and Planning Commission with a view to seeing that there is no scarcity of suitable textbooks and authors are encouraged to prepare them. Energetic action at the State and national level is required to make progress in the preparation of the high quality school textbooks. Real good teachers are a very scarce commodity and, therefore, textbooks, demonstration apparatus and other teaching aids should be so organised as would make it possible for

a teacher of average quality to impart proper education in content and quality. The basic point appears to be that the content of syllabus has to be directly related to good textbooks and if possible to competent teachers. Since the latter will be difficult to obtain, textbooks and teaching aids have to be introduced in such a way as to enable good students to be guided by them with whatever instruction they would get from the teachers.

5.14. We are glad to learn that the National Council of Educational Research and Training has in its programmes given the highest priority to the preparation of good textbooks in science for secondary schools.

The Council has constituted panels of specialists, one each for physics, chemistry, biology and mathematics. The specialists who are members of the panels are drawn from different parts of the country and the panels also associate secondary school teachers in their work.

It is proposed to bring out the textbooks prepared by the panels in an experimental edition so that the books may be tried out in selected schools all over the country and discussed in detail with secondary school teachers and others connected with secondary schools. The books in their final version will be prepared in the light of the experience gained from the try-out. Thereafter, the panels will develop laboratory guides as well as handbooks for teachers.

5.15. For general science the Council has prepared a draft syllabus for classes I—VIII with the help of teachers and specialists. It has been printed and is being circulated to selected schools to elicit their reactions. A book of experiments to accompany the syllabus is already under preparation. Thereafter, the Council proposes to have textbooks prepared for the elementary classes.

5.16. We commend the programme that the Council has initiated and are particularly glad that it reflects recognition of the fundamental need to bring the specialists in the universities and the secondary schools closer together in the attempt to provide improved books for secondary schools. Of equal significance is the idea of trying out the books in a few selected schools before they are given their final form. We hope that the State Departments of Education will take full advantage of the books that are being prepared by the Council and recommend that the introduction of these books in the schools should be preceded by a systematic training of the teachers so that the textbooks may not merely represent the replacement of one set of books by another but become the base for a self-enforcing programme of improved

science education in the schools involving orientation of the teaching methods to the scientific experimental approach and a system of assessment and examinations which would emphasise the essential nature of the scientific process and its application rather than mere facts and bits of information.

5.17. The National Council of Educational Research and Training is also planning to bring out a series of books on scientific topics intended as supplementary reading material for secondary school pupils. Specialists are being invited to write books on topics lying within their field of specialisation. It is also proposed to include in the series by reprinting a few outstanding books of foreign publications. We hope that this projected series of supplementary reading material will be developed early and will be available in as many Indian languages as possible.

5.18. (8) *Summer Institutes for Secondary School Teachers.*— In the summer of 1963 the University Grants Commission and the National Council of Educational Research and Training collaborated in organising for summer institutes or vacation courses for secondary school teachers. These courses were in physics and mathematics organised in the University of Delhi, chemistry in the University of Poona and biology in the University of Madras. In order to help the secondary school teachers to get acquainted with modern developments in the teaching of science, the summer institutes examined and analysed the textbooks and other materials which have been prepared in the USA through a series of important projects. The experience gained in these four summer institutes was presented to a Conference of State Education Secretaries and Directors of Education in June, 1963.

It is now proposed by the Council to organise 16 summer institutes in the coming year where the textbooks and curricula developed by the panels referred to earlier would be discussed with secondary school teachers.

5.19. The programme of summer institutes for secondary school teachers and the collaboration that it provides between the universities and the secondary schools system represent a very promising development which, we hope, will be extended as quickly as possible to all universities, so that the coverage may be such as to have a real impact on the secondary schools all over the country. It is of utmost importance that the secondary school teacher should be helped to make himself acquainted with the latest developments in his subject, because nothing contributes more to improve methodology of teaching than a mastery of the subject-matter and the mental stimulation that knowledge of advancing frontiers provides.

5.20. (9) *School Buildings and Laboratories*—We are aware that at present quite a number of school buildings are lacking in physical facilities of laboratory equipment, apparatus, library, etc., and the building itself has not been devised from a functional point of view in many cases. While some work has been done by the Committee on Plan Projects of the Planning Commission on school buildings, hostels, science laboratories and equipment, we recommend that as leadership in science education has to be taken by the universities and university professors, the continuous study of the problem has to be taken by an organisation responsible for academic standards. A considerable amount of literature is available in advanced countries of this problem and in UK functional utility and efficiency have increased in secondary schools by new plans designed and adopted. We recommend that University Grants Commission is most concerned with leadership in science education and they should have a cell which will continuously study the problem of designing plans of buildings and laboratories for colleges and high schools.

5.21. (10) *Expenditure on Pupils.*—Our attention has been drawn to the increasing burden on science students who have to buy not only the costly textbooks but also costly apparatus. While we have already indicated our approach to textbooks we feel that production in larger numbers should enable the publishers to reduce the cost of books. Similarly, simplest apparatus should also be made available to students by educational authorities concerned.

5.22. (11) *Examinations.*—We have noted with satisfaction that examination reform is attracting the attention of educational authorities today, but we are interested in actual results. So far as science education is concerned, it is suggested that records of students and their practical work in the laboratories or in the classroom should carry enough credit to enable the student to pass to the higher stage or higher class along with other credits that he would collect throughout his course of study.

5.23. (12) *Teachers and Conditions of Service.*—The key issue is the availability of teachers and their education and training. Syllabus, however well-founded, might be completely negatived by teachers of poor quality. The problem of teachers salary and the conditions of service have already been engaging the attention of different authorities concerned, but we think that both training of science teachers and their conditions of service have to be undertaken as a problem of study by the Ministry of Education and recommendations made so as to see that recruitment of such teachers will not cause much difficulty to State Governments.

5.24. We specially would like to draw the attention of the State Governments and the Central Ministry of Education to the following and we have no doubt that they would take necessary steps to remove the difficulties.

(i) Museums of science should receive more attention than at present.

(ii) Need for introducing hobby workshops.

(iii) The need for preparing a handbook for teachers of science which should give instructions to teachers in regard to the teaching of their subjects. Such a handbook should be prepared by experts and we feel that it could be appropriately taken up by the National Council of Educational Research and Training.

(iv) Similarly, there could be special handbooks and informative books prepared for the students in simple language. Publishers in the private sector as well as various textbooks research bureaux should be encouraged to take up this activity.

(v) Periodical conferences should be organised at the State and Central levels of science teachers and experts as well as administrators to review the position in regard to progress of science education and suggest steps to improve it further.

(vi) If financial provision is the only difficulty in many cases, it should be analysed in full details and authorities concerned should be apprised of the position to enable them to include provisions in the annual budgets. This will involve administrators at the State and Central levels and the Planning Commission.

We cannot make suggestions regarding the details of the course of action which should be taken by the State Governments for the problems would vary from State to State.

MEMORANDUM

ON

ITEM NO. XI : **NAMING OF UNIVERSITIES AFTER "PROMINENT LEADERS" OR DONORS—QUESTION OF FORMULATING UNIFORM POLICY FOR ADOPTION BY ALL STATE GOVERNMENTS**

(Note by Ministry of Education)

Introduction

Since the attainment of independence in August 1947, the number of universities in India has been increasing rapidly. Prior to independence, there were 18 universities. This number has now risen to 62. Certain proposals have been made from time to time for naming them after prominent leaders or donors.

2. **View of the University Grants Commission**

The question of naming buildings to be constructed and the institutions to be financed out of grants given by the University Grants Commission, has come up before the Commission from time to time.

In December, 1958, the Commission expressed doubts about the propriety of the naming of buildings largely constructed with the help of grants given by the Commission after any individual, at least without consulting them in the matter.

In September, 1960, the Commission resolved as follows:

"The Chairman informed the Commission that more recently the Tikaram Kanya Mahavidyalaya, Aligarh, had decided to name their new hostel "Kamla Nehru Hostel" and that this had been agreed to as the hostel was being named after a deceased person and there seemed to be no political implications. It was agreed that in the matter of naming of buildings towards the cost of which the Commission gives assistance, the important thing to bear in mind is that names of figures actively engaged in public life should not be used. The Chairman also informed the Commission that the Vikram University had desired that they may be permitted to name their library building after Maharaja Jivraj Rao of Gwalior and that the University was prepared to meet 50% cost of this building out of the Gangajali fund. The Commission agreed to this."

In April 1963, while considering the proposal from the Gujarat University for naming the library after the deceased mother of a donor, the Commission indicated that while it welcomed the donation, it was not generally in favour of a library being named after a private donor (merely on the ground that 50% of the cost of the buildings was being provided by him).

On 1-5-1963, the Commission passed the following resolution :

> "The Commission reiterated its earlier decision regarding naming of buildings after "prominent leaders" or donors. As regards the naming of universities, the Commission was of the view that usually the universities should be named after the town in which they are situated. Further, it was felt that in the naming of new universities (or changing the names of old universities), the concurrence of the Commission should be obtained".

3. Gujarat State Government Proposal and the U.G.C. Recommendation

In connection with the proposals for setting up two new universities in Gujarat, the State Government informed the UGC that it had accepted the offer of donation of Rs. 20.00 lakh from the trustees of the Seth Purushottam Dass Thakur Das Trust along with the Diwali Baug Estate and buildings at Surat for the establishment of a university for South Gujarat on the following conditions :

(a) The new university for South Gujarat should be located at Surat;

(b) The university should be named after Seth Purushottam Das Thakur Das; and

(c) The Senate Hall should be named after the trustees of the deed of settlement in respect of the Diwali Baug property.

The State Government requested for the concurrence of the University Grants Commission to the above proposals. On the question of the naming of the proposed university for South Gujarat, the Commission expressed the view that it would be more appropriate if the Senate Hall of the new university was named after the donor, instead of naming the University after him.

4. Prime Minister's Decision

Subsequently, the Chief Minister of Gujarat wrote to the Prime Minister on the subject requesting for his approval of the

proposal to name the two new universities in Gujarat after certain individuals. The Prime Minister has recorded the following minutes:

> "I agree that as a rule universities should not be named after individuals. At the same time, we have made departure from this rule in the past and since the Gujarat Government already stand committed to naming the two universities after Sheth Purushottamdas Thakurdas and the late Maharaja of Bhavnagar, we need not now object to their decision. The Ministry of Education may be informed accordingly.
>
> As for future, (it would be a good idea to have this matter considered at a meeting with the Ministers' of Education of State Governments, so that a uniform policy may be adopted."

5. **Need for a Uniform Policy**

The matter is placed before the Education Ministers' Conference for consideration with a view to adopting a uniform policy on the subject for the future, in accordance with the directive from the Prime Minister.

MEMORANDUM
ON
ITEM NO. XII : SHORTAGE OF TEACHERS IN SCIENCE AND MATHEMATICS IN SECONDARY SCHOOLS—MEASURES TO IMPROVE THE SITUATION

(Note by National Council of Educational Research and Training)

A Survey of Shortage of Teachers

A sample survey carried out recently of teacher shortage in secondary schools in Delhi reveals a very disturbing position. In 1964-65, nearly 25 per cent posts sanctioned in the schools remained vacant; over 15 per cent posts were filled by untrained teachers. Further, the largest shortage is in science and mathematics and a large proportion of the serving teachers in these subjects are untrained. According to the reports received, the position in the rest of the country is in no way different. In fact, it is worse than in Delhi.

2. The problem of well-trained teachers in science and mathematics will assume serious proportions during the Fourth Plan period, when a massive programme is undertaken to expand and improve science education in secondary schools. In order to meet the situation, effective measures should be formulated right now, and implemented. These measures should aim at the two-fold objective of improving and upgrading the standard of serving teachers, and training larger number of good teachers to meet our future needs. Even in the field of social sciences and the humanities, there is a shortage of good teachers and, as such, the measures formulated by us should meet this demand as well.

Quality of Entrants to B.Ed. Courses

3. In addition to the quantitative aspect of shortage of teachers, there is the important question of quality. A survey of the educational background of entrants to the B.Ed. course offered at one of the premier teacher-training colleges in the country reveals a very disturbing position. Over 50 per cent of the entrants to the B.Ed. course are third divisioners in their B.A., B.Sc., or M.A., or M.Sc., examinations. Only nine per cent of the entrants are graduates in science, of whom 50% are third divisioners. This position makes it clear that no effort made, nor money spent, to improve education in the country will succeed unless the quality of teachers is improved. We are setting so

much store by the improvement of science education and are spending large sums of money on this enterprise, but the quality of science graduates entering our teacher-training institutes leaves much to be desired.

4. In view of the above position, a stage has been reached in the country when an all-out effort should be made not only to train increasing numbers of science and mathematics teachers, but also to train teachers of good quality in these subjects.

Special Programmes of Teachers-Education

5. The matter has been examined in detail by the National Council of Educational Research and Training which has recommended both short-term and long-term measures, as explained below :

SHORT-TERM MEASURES

(a) *One-Year Courses.*—A special one-year course comprising intensive subject specialisation, and a minimum of pedagogical training should be organised at selected universities that have both departments of education and departments of physics, chemistry, mathematics and biology. Graduates in science with at least 50% marks should be admitted to the course. The course itself should be conducted by the subject department concerned of the university in association with its departments of education that should provide instruction in pedagogical aspects, as also in practice teaching. In order to attract a sufficient number of well-qualified candidates to the course, scholarships of the value of Rs. 100 p.m. should be awarded to all trainees.

(b) *Correspondence Courses and Summer Institutes.*—Correspondence courses should be organised by the departments of science and mathematics of selected universities in association with their departments of education for untrained teachers in service. These teachers should also be brought into the summer schools on a regular basis for further training.

LONG-TERM MEASURES

(a) *Four-Year Degree Courses in Science Education.*—Integrated four-year bachelor's degree courses in science education should be instituted in the departments of science, and mathematics of selected universities that also have departments of educacation. The special course should be a joint and cooperative enterprise of the science departments and the departments of education. Candidates who have passed higher secondary or pre-university examination with at least 50% marks should be admitted to the course. The course should cover training in the subject-fields up to the honours degree standard and pedagogical

training with special reference to science teaching. Both subject specialisation and pedagogical training should be integrated in order to ensure that the final products come out as well-trained teachers in science and mathematics. The curriculum and the syllabus should be drawn up along modern lines; greater emphasis should be laid on subject specialisation; and whatever aspect of pedagogical training is not of immediate relevance or importance to science teaching, should be dropped. Further, the candidates should be equipped with the knowledge and skills of modern science teaching, classroom instructional kits, audio-visual aids etc. The candidates admitted to the course should be paid scholarships of the value of Rs. 75 p.m.

(b) *Development of 50 Teacher-Training Colleges.*—There are about 262 colleges of education in the country that conduct a nine-month B.Ed. or B.T. course to train secondary school teachers. The curricular offerings of all the colleges are generally the same, and are restricted mostly to pedagogical training. Rarely, is any attempt made at content specialisation and, as such, subject competence and pedagogical skills stand apart and the products of the institutions do not seem to fill the bill for a modern high school curriculum which should include a wide range of enrichment programmes. The position is made worse by the fact that the quality of entrants to the colleges is not sufficiently high. In a majority of cases, it is only 'left-overs' from other fields of activity who enter the training colleges.

It may not be practicable to improve and upgrade all the 262 training colleges in one step. During the Fourth Plan period, about 50 colleges should be selected, at least 12 in each region, for intensive development under a special programme drawn up for the purpose. At each of the 50 colleges, the courses should be re-organised on the basis of a four-year curriculum consisting of subject-specialisation, general education and pedagogical training. Candidates who have passed the higher secondary or pre-university examination with at least 50% marks should be admitted. For this purpose, the selected colleges should have subject departments in physics, chemistry, mathematics and in biology, sufficiently well-equipped and well-staffed. Scholarships and stipends should be instituted on a generous scale, at least to 50% of the entrants, in order to attract candidates of the correct type to the courses.

The 50 selected colleges should form a net-work of teacher education facilities in the country aimed at producing competent teachers in critical fields like science, mathematics and in English. The average size of the existing colleges is just about 90 students, which is both small and uneconomical. In the proposed net-work

of 50 colleges, the size of each college should be made larger with at least 200—250, admissions each year (or a student enrolment of 800-2000). At some of these colleges, M.Ed. programmes of at least two years' duration should be instituted in order to train competent teacher-educators. The M.Ed. programmes should aim at more of subject specialisation and modern methods of science teaching.

When all the proposed 50 colleges are fully organised, they will produce between 6,000—7,500 teachers each year towards the end of the Fourth Plan period.

6. *Training of Teachers in Technical, Vocational Fields.*—During the Fourth Plan period, it is proposed to provide extensive facilities for technical, vocational education of a terminal character, at the secondary stage. Large numbers of teachers in technology, in agriculture, in commerce, and in other vocational fields are required. As far as possible, this new demand for technical and vocational teachers should be met by the 50 selected colleges. At least one college in each State should organise facilities, for the training of technical, vocational teachers, on the basis of four-year degree courses in technology, commerce and in agriculture.

7. *Centre's Responsibility.*—Training teachers of the correct type and in sufficient numbers is at the core of the problem of improvement of secondary education in the country. The National Council of Educational Research and Training has, therefore, recommended that the Central Government should assume the full responsibilities—organisational, administrative and financial—for these special programmes of teacher education. These programmes should become Central schemes in the Fourth Plan.

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